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So They Say

• The boy without a playground is father to the man without a job.—JOSEPH LEE, *Boston.*

• In our present ferment the people seem more interested in the drama of experiment than in the lessons of experience.—LEON WHIPPLE, *in Survey Graphic.*

• Sometimes we wonder if it wouldn't have been better if the earth had been made up into a lot of smaller planets with fewer people on each one.—*Editorial, Ohio State Journal.*

• A very pleasant question which we are occasionally being asked now by employers is, "How much shall I have to pay?"—EDITH STEDMAN, *director appointment bureau, Radcliffe College.*

• Many of the oldest minds in the world, of which by no means the least number are to found in the United States, have not yet reached their thirtieth birthday.—NICHOLAS MURRAY BUTLER, *president, Columbia University.*

• The time has come when no cause can prevail, no expert be recognized, no benefits conferred on society by philanthropy without the coincident use of the tools of deliberate popular persuasion. The expert, be he doctor, lawyer or philanthropist who ignores this fact, is doomed.—DR. FLOYD S. WINSLOW, *president, Medical Society of the State of New York.*

• Social work isn't everything under the sun.—PROF. HOWARD W. ODUM, *University of North Carolina.*

• A divided church has little moral authority in a divided world.—THE REV. E. STANLEY JONES *to the Federal Council of Churches.*

• There is not a single culture in the world which we could honestly call autonomous.—FRANZ BOAS, *anthropologist, at the fourth anniversary of The University in Exile.*

• We have a great many hand-minded boys in the colleges, and I should not be surprised if we have some book-minded boys in the CCC.—ROBERT M. HUTCHINS, *president, University of Chicago.*

• No one in the United States can describe the social machinery of economic democracy because only just now is the desire for inventing it being born.—HENRY A. WALLACE, *Secretary of Agriculture.*

• One or two federal convictions will do more to stop lynching than all the resolutions passed by all the good will societies, all the tall talk indulged in by all the humiliated governors, and all the moral indignation released by all the uplifters.—WILLIAM ALLEN WHITE, *Kansas.*

• If (housing) conferences were houses, the underprivileged would live in palaces.—MAYOR LA GUARDIA, *New York.*

• We have tried to civilize our apparatus of living until we are well nigh civilized to death.—THE REV. HARRY EMERSON FOSDICK, *Riverside Church, New York.*

• Nowadays nobody knows when a war is a war, or when you are restoring order, or building a new Utopia and having of course to "break a few eggs."—DOROTHY THOMPSON, *news commentator.*

• I rip 'em wide open once a month and the rest of the time I pour in oil and wine.—*A preacher's prescription for "getting by with the social gospel" made at the National Conference of the Methodist Federation for Social Service.*

• I believe that the ideas that people actually hold are no less important for a complete understanding of economic phenomena than the ideas which economists think they ought to hold.—PROF. EDWIN E. WITTE, *University of Wisconsin.*

• I predict that the world's working men and women will not forever be content to stand by while civilized living is sacrificed on the altar of armaments, nor longer be willing to forge a means of their own destruction.—EDWARD F. MCGRADY, *U.S. Department of Labor, at the International Labor Conference, Geneva.*

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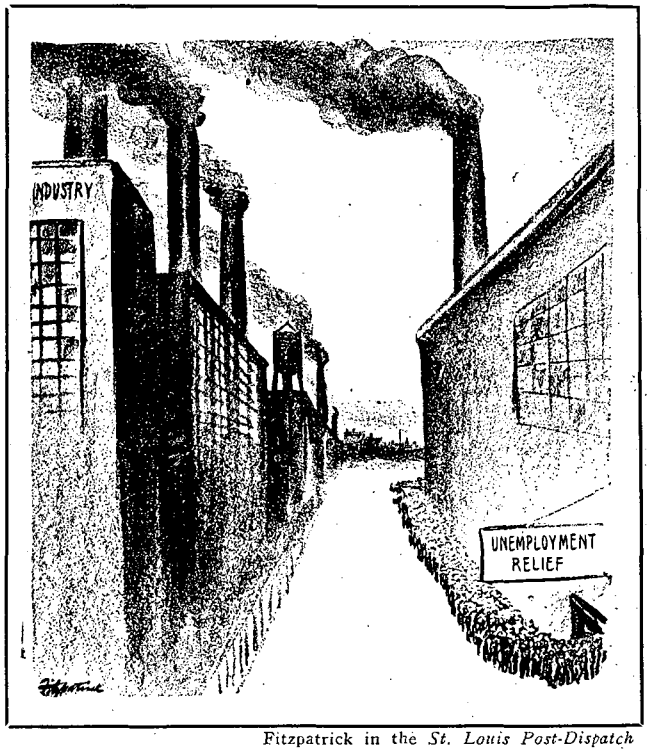

Fitzpatrick in the *St. Louis Post-Dispatch*

Both Going Strong

Orr in the *Chicago Daily Tribune*

The Blind Men and the Elephant

Thomas in *The Detroit News*

Running Away with the Leader

Simple world— eh what?

Elderman in the *Washington Post*

Babes in the Woods

Carmack in the *Christian Science Monitor*

On the Strike Front

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THE SURVEY

JULY 1937 VOL. LXXIII NO. 7

In This Real World of Ours

By ALVIN JOHNSON

Director, New School of Social Research

THE Welfare Council in drawing together into a working unity the multitudinous agencies engaged in various forms of welfare work, is creating order in what has always been the most chaotic and disordered division of human affairs. Thanks to these developing activities we shall eventually possess a fair working map of the problems of welfare as they present themselves in the greatest city of the continent. We shall know what there is to be done if our society is to establish a solid claim to the title of a rational and humane civilization.

What there is to be done will foot up to enormous figures, both in human and in financial terms. We have scarcely touched the problem of housing for the low income classes. Welfare agencies have deployed magnificent energies in their efforts to awaken the public to the evils of the slums, but the results in positive action have not been impressive. The city still has its hundreds of thousands of children suffering from inadequate nutrition, its tens of thousands growing up in a condition of neglect that tends inevitably toward delinquency and crime. We fall far short of humane standards in our provisions for the hospitalization of the sick, particularly the mentally sick. Our efforts to rehabilitate those who have fallen into crime and have paid the penalty to the state are still mainly in the stage of promise. We have not made very notable progress in the reeducation for a useful place in our economic life of those whose skill has been broken by accident or disease, or rendered obsolete by technological advances.

These are commonplaces. But it is worth reiterating them, in order to emphasize the point that a large core of welfare problems remains with us, in good times as in bad. The depression has made us more conscious of the existence of these problems. It has heightened our sense of responsibility. We shall never again be able to lapse back into the laissez-faire attitude of pre-depression days. We shall never return to the old level of public appropriations. We shall never again exhibit the childlike confidence in the adequacy of private charity that even our highest political authorities expressed in the first years of the depression. We shall never forget that we need strong, well organized welfare agencies, not only to handle the problems that chronically remain with us, but to supply the trained organization needed to grapple with new problems of the next depression. Just as we have what is, for these times, a small army of regulars capable of enlisting a vast army of volunteers or conscripts in case of need, so we need to keep up a standing welfare organization capable of extending out its front to meet the invasion of the next depression.

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I AM sorry to introduce so gloomy an idea as the next depression before we have unbandaged the wounds of the last one. I am so much of an optimist that I refuse to believe that we can have so severe, so prolonged a depression as that of 1929-36 within a space of twenty years. You can not have a second great forest fire on the same ground until the trees have made a certain growth and litter has accumulated on the ground. You cannot have a second great earthquake until crustal stresses have had time to accumulate. We shall indeed have many a minor quake, "recessions," which may throw some hundreds of thousands into temporary unemployment. Our economic balance is so delicate that even a breath may produce violent oscillations, particularly a breath from Washington. Or an evil rumor, growing sky high in the poetic atmosphere of Wall Street. But this gnawing remorseless monster that has been devouring our substance and our hopes since 1929 we may count as quieted for the time.

He will, however, come back. We have indeed developed many weapons in the current depression for combating the next one. But the next depression will come upon us with a new offensive technique against which the weapons of the Roosevelt era will be like flintlocks.

I dwell upon this prospect of a coming depression not out of the professional economist's dark delight in dismal con-

As a social economist Mr. Johnson looks at welfare work, "the most chaotic and disordered division of human affairs," and pleads for "rational social engineering." This article is drawn from an address at a meeting of the Welfare Council of New York City.

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clusions, but because recognition of probable future contingencies is the basis of sound strategy. I take it that the social agencies have no ambition to live as a kind of civil Red Cross, waiting with Christian resignation for the casualties to be dumped into their encrimsoned lap. No: they wish to play a part, and a significant part, in keeping the peace, in avoiding needless casualties.

THEREFORE professional social work will strain every effort to go behind the phenomena of distress to the causes that produce them. It will recognize the obligation to supply the essential requirements of relief for the hopeless. But it will be most deeply concerned with techniques for reducing the number of the hopeless. It will throw all its force on the side of a sound social engineering that grips the causes instead of spending itself on the effects.

And, most difficult of all, social workers will recognize that the job of lifting the mass of the disinherited to a tolerable living level is a slow and painful job, to be done quarter inch by quarter inch, not by ells and yards, and that wishful thinking and hocus-pocuses never rise above the level of private indulgence.

In this real world of ours there is, alas, not money enough to go around. There is not one single branch of welfare work that does not need, and could not use profitably, twice or thrice or ten times the money it gets. Alas, we do not as a nation produce the needed money, or what I really mean, the money's worth in the form of the necessities and conveniences of life. It is written, the poor always ye have with you. We, the United States of America, said to be rich, are really poor. Too poor to fit out our children as we would wish.

Someone will say, we are not paying the taxes we could afford to pay. We have forgotten the proverb, current from 1450 throughout Europe, that where the hoof of the Turkish horse struck the ground, grass refused to grow. What this meant was simply that the Turk took one tenth of every man's product in taxation. The flourishing industry and agriculture of Asia Minor did not die all at once. It gradually decayed.

We are already taking in federal, state and local taxation, direct and indirect, more than the ruinous Turkish tithe. When our income is normal, we take nearer one sixth than the Turkish tenth. True, we can afford a heavier tribute because we get something for our money, while the Turks gave only oppression. Nevertheless, we are lost if we fall generally into the delusion that the taxpaying capacity of this country is indefinite.

It will be said that we have plenty of rich wasters who would be morally better off if we lifted the superfluous weight of gold off their shoulders. Granted, in the individual case. The statistical case would argue that we are already imposing about all the traffic will bear. We can tax more heavily and find the yield less.

Public revenues will not flow much more abundantly than they flow now until we have a more richly producing economic system. We could produce more than we now do. We could not realize the dreams of the technocrats, which, like other dreams, have not one catch in them, but several. But we could double our production, raise the standard of living 100 percent, if every general and colonel and captain of industry, if every sergeant and corporal and private would do his best. So corrupt is human nature that it does not do its best under excess of taxation.

But someone will say this is a naive and reactionary view. It is not necessary in an age of credit to finance welfare work through oppressive taxation. The credit of government is virtually unlimited. Have we not borrowed billions upon billions? And can we not still borrow at incredibly low rates of interest?

Moreover, has it not been proved that in this depression for every billion of borrowed money spent by the government some three billions have been added to the national income?

This may be true. I am one of those who believe that the priming of the pump is an efficient device when there is water below and the valve is too dry. I am committed to the view that in time of depression the government ought to borrow freely and boldly, and put to national use the labor and industrial power that would otherwise go over the dam. But I am also convinced that when normal conditions return, the chief business of the government should be to pay off its depression debt so that it may be in a position to meet the next depression. For unless we suddenly become much wiser, there will infallibly be a next depression. And this means that hosts of worthy projects of social welfare must go over to the future for want of funds.

It also means that the social welfare agencies must join in the revolt against conditions that unload upon them problems for which society will not supply sufficient funds. They must raise their voices in support of a rational social engineering.

Consider the growth of Harlem. Here is an increasing pressure of population, congestion, the problems of disease, juvenile delinquency, disorder and crime that go with congestion. The people of Harlem are not adequately housed. They can not pay for adequate housing out of their wages, meager and inadequate.

WHAT are we to do about it? Go in for subsidized housing? Yes, if we can afford it. That is not enough. The children need milk, green vegetables, meat. But the meager wages of the population cannot afford these in adequate supply. Subsidize their nutrition? Yes, if we can afford it. Subsidize medical care. Subsidize education.

The social engineer will inquire, why do we have these masses of population crowding into Harlem, adding their labor force to a supply that was already superabundant, committing themselves to starvation wages and helping to reduce wages for other labor?

The answer is simple. They have come here, in the majority of cases, not because of the irresistible lure of the city but because they were starved out of their home environment, in the old South, in Puerto Rico, in other West Indian islands. And social engineering will inquire whether this was necessary. Could not the problem of congestion in Harlem have been met at its source, with some better plan than a perpetual subsidy? The South, the West Indies, including even Puerto Rico, are far from the limit of their natural resources. There is fertile land not cultivated, or at least not cultivated intensively. There are traditional systems of land tenure that stand in the way of the family that could meet its essential requirements on its own. Would it not be more rational for social agencies to demand of the federal government that it seek to cut off immigration to Harlem by creating conditions under which the southern Negro population could live in hope and comfort on southern soil, rather than to ask for subsidies to house adequately in New York a population not needed there?

To some this will sound Utopian. What land is there in

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the South on which to plant the population now on the wing? There are millions of acres of highly productive land in the coastal plain, overgrown with long leaf pine that can be rooted out by modern engineering methods at an extremely low cost. Hundreds of thousands of families could be planted on small farms each costing less, fully equipped, than the construction of a decent flat in Harlem. House and living as contrasted with an apartment and no job, or an irregular job—would any social engineer hesitate about the choice?

There are millions of other acres in the Middle West, much deteriorated under extensive cultivation but capable of restoration under a system of small intensively cultivated holdings. Much of this land is in the hands of the government and of the banks. A social engineer will inquire, why under the sun do we not plant it with the millions of families that are disillusioned with the depression ridden cities?

BUT we already have an excess of agricultural production. Would not any such homesteading of people who find it too hard to live in the cities aggravate the problem of overproduction? It is the verdict of history that overproduction attends the system of large farms, not of small ones. The small farmer consumes a much larger proportion of his produce when prices are low.

There can be no question that we could take tens of thousands of families off relief permanently, if we were willing to proceed as systematically as the Danes have proceeded, or the English in Ireland, even in their imperial days, to plant a population on small self-sufficient farms. Nor can there be any question that such a program could be made self-liquidating and would not need to divert inadequate public funds from the inescapable requirements of relief. Why do we do nothing about it? Because we are hypnotized by the brilliancy of industrial progress, and are not sufficiently familiar with social engineering to appreciate the importance of a balanced state.

Social engineering will recognize also that we do not manage our strictly urban resources as well as we should. We faint before the problem of technological unemployment, although our history has made it clear that the periods of most rapid technological advance have been the periods of most general employment. If the lung power of a glass blower has to yield to the vastly greater lung power of a machine, if a mechanical chicken picker in a packing house displaces sixty hand pickers, yet the industrial and commercial system requires more labor, labor to bring up more material, labor to handle and sell the product. Other labor, however. The man who has invested his personality in glass blowing lungs, the woman who has made a career of pulling the feathers off chickens, are out in the cold.

They are out in the cold if that is all they are good for. But the social engineer will consider whether we cannot produce schemes of education, and reeducation, that will yield the mobility required by a rapidly changing technique. We need to produce more jacks-of-all-trades. And if that smacks of cheap and nasty workmanship, let me point out that the Anglo-American antipathy to the jack-of-all-trades is nothing more valid than a relic of ancient guild monopoly. A Swedish workman will plaster your house, mend your clock, build you an armchair, knit you a sweater and instruct you in working class philosophy besides. And he will do all these things well. In these days there is no sense in a training that binds a man to an economic function that may become obsolete at the next technological turn.

It may seem that in these humdrum suggestions of mine I ignore the great and sovereign remedies: a better distribution of wealth that will raise the standard of living of the working class and develop the capacity of the market for industrial products; a reduction in working hours that will make possible the reabsorption by industry of more of the unemployed; and above all, our new institutions of social security.

I do not really ignore these projects of social policy. I do most ardently believe in the social beneficence of high wages and a high standard of living. It is true, I cannot subscribe to the doctrine that we have solved the problems of production and have only to solve those of distribution. I know of no branch or sub-branch of production which is not infested with unsolved problems. And if we were to stabilize our development of production at the present point while trying to improve our situation through a better distribution, we should be renouncing all hope of a really adequate standard of living in the future. If we want more of the good things of life distributed, we have to produce more of them. I believe that in the long run high paid labor with moderate hours will produce more than low paid labor with long hours. And though I do not believe that a mere shift of purchasing power from one class to another offers any substantial promise of capacious and steady markets, I do believe that highly productive, highly paid labor makes the best market that industry can have.

Nor do I undervalue our social security institutions. It is socially of immense importance to take the burden of the old and the sick off the backs of the weakest classes in our society. It is also of the greatest social importance to accumulate provision in time of prosperity against the distress of a time of depression. But let us not forget that no country can carry insurance that would be really adequate against a depression like the last, when from twelve to fifteen million workers were losing fifteen to twenty billion dollars in wages every year for several years. A hundred billions in lost wages would be an underestimate of what the depression cost our wage earners. No social security system ever will be able to collect reserves against such losses as those.

BUT social engineering will not rest with the details of employment. It will also work out mechanisms by which the flow of purchasing power remains fairly even from year to year, throwing in government credit when the normal current drops too low, draining off excessive flow by way of taxation. The problems involved are difficult but after all incomparably simpler than the problems involved in detailed economic planning such as Russia has undertaken with some show of success. At best we shall sometimes miscalculate and have a depression in consequence, just as Russia miscalculated once and had a famine, and is likely to do so again. But we cannot be excused if we renounce the attempt to even out the excesses of the economic cycle.

I have wandered far from the immediate field of the Welfare Council. You might well say: We are the Red Cross, not the great General Staff that provides us with the material for our humanitarian activities. But I wonder whether civilization would not profit if every general staff, in planning a heroic campaign, were compelled also to consult with the Red Cross. Certainly public opinion might be less bellicose if the budget of lives lost and limbs and eyes, shattered bodies and minds, were drawn up in cold

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tables and presented alongside of the anticipated gains in national prestige and profit. Welfare councils throughout the country could give us luminous forecasts as to the casualties in the form of jobs to be expected from the introduction of the mechanical cotton picker or any other brilliant invention.

But first of all, through case studies and surveys, the social agencies as a group can apprise the public of the sources of the poverty, illness and delinquency with which they have to deal. In the end they will force upon our minds the need for action, the wisdom, if necessary, of spending money freely in the present to check the growth of evils that will involve vastly greater sums in the future.

After all, it is not through defect of good will that we as a nation manage our social problems so badly. It is through defect of real understanding. And the social workers will be forced in the exercise of their functions to supply us with the relevant facts in ever increasing volume, until the thickest bandage of indifference or self interest will be insufficient to protect our ears from the din.

What About Volunteers

By FLORENCE LUKENS NEWBOLD

Executive secretary, Volunteer Service Bureau, Philadelphia

TWENTY-FIVE of the largest cities in the country are now approaching the development of effective volunteer service in social work by means of central placement bureaus; the National Committee on Volunteers is now a recognized associate group in the National Conference of Social Work, with its discussions at the annual meeting closely integrated into the large program; progressive public welfare officials are discussing seriously the active participation of volunteers in the expanding public services; in the State of Washington a Friendly Visiting Service, staffed entirely by volunteers, is an integral part of the program of old age assistance and, says the director of the State Department of Public Welfare, "is well beyond the experimental stage."

All of these things—and the list might be longer—are indications of renewed interest in the function and contribution of the volunteer in social work. They are encouraging in their implications but they do not in themselves answer certain questions still being pondered by both lay and professional workers: What is the function of the volunteer today? Does it fulfill a basic need of the social agency—of the community—of the volunteers themselves? Is the whole concept of volunteer service outmoded?

In Philadelphia, where the central placement agency, the Volunteer Service Bureau, is now in its third year, enough experience has accumulated to shed light on what may be the answers. Here, as in most large cities, volunteers have always had a part—sometimes more, sometimes less—in social work as it developed under private auspices. However, there was not much rhyme or reason either to their general recruitment or placement until several years ago when the Community Council became interested in the subject and appointed a committee to study it. Active on this committee, along with representatives of agencies using volunteers, were members of the Junior League and of the Clearing House for Volunteers of the Jewish Federation, both of which had been receiving more calls than they could possibly fill.

The upshot of the committee's study was a new enterprise, the Volunteer Service Bureau, with a board of directors drawn largely from laymen with a wide variety of social agency affiliations. A budget providing for an executive secretary, office space and necessary expenses was assured for a period of years by the Junior League, an interested individual, and additions from other sources. The avowed purpose of the bureau was to serve:

Volunteers, both men and women, by helping them to find volunteer work in the field where their talents can be used to the best advantage.

Lay workers, by arranging training courses to broaden their vision of community and social conditions and to increase their interest in volunteer service.

The community, by supplying civic, cultural, educational and social agencies with dependable volunteers.

Community agencies, by cooperating with other volunteer placement bureaus and acting as a clearing house for volunteer workers.

From the beginning the Volunteer Service Bureau has maintained close relationship with the Junior League and the Jewish Clearing Bureau, referring calls back and forth and cooperating in many undertakings, notably in the educational program and in emergencies requiring large numbers of volunteer workers.

OUR volunteers are people with every variety of background and experience, about their only common denominator being a certain amount of leisure and a desire to use it in some constructive, "growing" way. We have debutantes and professors' wives; graduates of highschools and of foreign universities; young women and old, bored with the futilities of social life; mothers whose children have grown up and business women reaching for satisfying after-hour activities. We have men too—retired men, busy men, young men who want "to understand life." But not nearly enough men to fill all the calls for them.

Our recruiting methods are various: leaflets distributed at large general social work meetings; talks by the executive secretary to social agency boards, alumnae clubs, women's clubs, church groups and the like; letters to and conferences with college deans and university professors. The largest number of volunteers come from sources not directly cultivated—from a friend telling a friend, from callers at the social service building, from telephone inquiries inspired by our listing under welfare agencies in the classified directory.

Our most successful recruiting effort was by means of a list of about two hundred debutantes of the past five years who were not members of the Junior League. To this list we sent, in a single autumn month, first, an attractive folder headed The Best Investment of the Year; second, an invitation to our annual luncheon, and third, a notice of the course for volunteers. This effort yielded nineteen active volunteers and many good future prospects.

Newspaper publicity brought many applicants, but only one out of four was considered eligible for placement. Most

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of them came in the hope of contacts that would lead to paid employment. All newspaper publicity now defines a volunteer as one "who gives service and expects no remuneration in terms of money." Even so we are constantly weeding out persons whose sole motive is immediate paid employment. Let me add, however, that we have placed many people, especially in clerical work, who greatly needed paid jobs, but always with the agreement that they would not urge their situation on the agency where they were placed and with the understanding of the agencies that these people were giving service only until they found paid employment.

IN the two and a half years that the bureau has been operating, 137 agencies asked for service and 106 received it. All of the agencies were visited personally by the executive secretary before placement, a policy which we consider most important. Follow-up visits have been made to some, with the goal set of visiting all agencies a second time before our third year is brought to a close. The number of agencies in which the bureau has volunteers at any one time varies from thirty-five to fifty-one. The idea of limiting placements to a certain number of agencies is being considered but no basis for receiving or refusing requests has as yet been agreed upon. In some communities where the volunteer bureau is an integral part of the Council of Social Agencies, placement is limited to member agencies.

During those two and a half years the bureau received 503 new applications from volunteers and made a total of 603 placements. Of these 287 were for long time service and 316 for short time. During the winter of 1936-37 it had 165 active volunteers on the list. Of those previously recruited but no longer active 42 percent had found paid employment; 14 percent were rejected before placement; 8 percent were dropped after a brief placement; 20 percent had been referred to other bureaus; 4 percent had moved out of the city and 12 percent had withdrawn without giving any reason.

Satisfactory placement depends as much upon the agency as upon the volunteer. Agencies are recognizing increasingly the importance of the supervision of volunteers, two or three of them having gone so far as to make this the chief responsibility of one of the staff. From the beginning, the Philadelphia Volunteer Service Bureau has assumed the right to withdraw volunteers from or to refuse placement in agencies not giving proper supervision to their lay workers. The bureau also has felt that in such a new enterprise agencies, as well as the central bureau, would benefit by a free discussion of common problems by agency supervisors. Such conferences have proved helpful. The first one included supervisors from all types of agencies, but a better plan seems to be to bring together supervisors from a common field of work. Thus hospital supervisors meet at one time, group work agencies at another, and so on.

A plan now under consideration is for small groups of volunteers to confer about their common problems. Such conferences would be a follow-up of the general orientation course which volunteers have found extremely helpful and might pave the way for advanced or specialized courses such as are given by central bureaus in other communities.

There is general agreement in Philadelphia that the educational program of the Volunteer Service Bureau is its strongest feature. For the past two years, with the joint sponsorship of the Clearing House for Women Volunteers of the Jewish Federation, it has arranged an orientation course for lay workers, enrolling seventy-nine the first year and fifty-one the second. Outstanding lecturers in the various fields of social work addressed the class with time provided—and used—for discussion. Following each lecture visits were made to agencies and institutions in the field just discussed, with an opportunity to evaluate the visits at the opening of the following session: A charge of $1 was made for the course of eleven sessions. Enrolled were volunteer applicants preparing for service.

Last year the bureau, in cooperation with the Jewish Clearing House, arranged an all-day institute for some 150 board members representing fifty-three agencies. Later on it arranged, in connection with the State Conference of Social Work, a conference on the function of the board member, which was attended by about seventy-five persons.

With this review of the work of a central volunteer bureau, the question again is posed: Is the concept of volunteer service outmoded? For agencies? They still seek dependable, satisfactory lay workers. Last year the Philadelphia bureau supplied fifty-six agencies through 168 placements totaling over 20,000 hours of service. Yet it is safe to say that these agencies would have recruited such help somehow had there been no central bureau to which to turn; had they had no lay help at all, their work probably would have suffered little, geared as it was to the tempo of an efficient, highly trained, professional staff. Volunteer service may be outmoded for social agencies in terms of work accomplished. Then why this determined interest on the part of both lay and professional workers not only to recruit volunteers but to raise the standard of service through intelligent placement, supervision and training?

TWO reasons stand out, reasons found in the need of the community and of the volunteer if not of the agency.

First, the community needs an informed public, aware of the ills and difficulties that beset it and concerned with remedies for such ills. It needs a public which understands and believes in the work of its social agencies. It needs an intelligent and trained public to act as interpreter of its social program to the many who "pass by on the other side." Board members, that most important group of volunteer workers, are not always concerned about the social program of the community as a whole. Many restrict their interest and activity to their own pet agency. The most effective training for board membership is a term of service as an active volunteer with definite responsibilities regularly assumed. If wise supervision is given, the volunteer, at the end of a year or two, should see her work in relation to the entire program of the agency; should see the contribution the agency makes to the neighborhood and glimpse its work in relation to the social program of the city as a whole. Citizens intelligently informed on community needs are found in every city and town but their number should be multiplied over and over again. Volunteer service, intelligently rendered, is one way to do it.

Second, the individual needs the experience that lay work offers. That volunteers are loath to recognize or accept this fact is evidenced in the feeling of guilt that is often expressed in a remark such as, "You know I am utterly selfish in my offer to be of service." Why should they feel guilty about it? The motivation for lay service is an interesting question, too lengthy for discussion here. The root of it seems to be the need which each individual has to express himself in some interest or activity outside of himself and

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his immediate environment. An interesting, satisfying vocation is denied many people but an avocation, broadening in experience and in human contacts, often proves an avenue of release. Lay service can utilize almost any hobby that an individual pursues, the sharing of which often brings satisfying, if intangible, results. For the individual with no particular hobby, lay service itself may become an avocation of the highest type, opening avenues of thought and experience that result in an out-going, out-reaching personality. It is necessary, however, that an individual using lay service as a means to a fuller, broader life should not substitute activity for the mental process. A thoughtful, intelligent approach to lay work must accompany the activity if a real interpretation of social conditions is to result.

No, volunteer service is not outmoded today. Community life needs the contribution which laymen, volunteers and board members make in discovering social needs, in strengthening the work of social agencies and in interpreting the program of social work to the community which supports it. It needs the partnership, the shared responsibility of the lay and professional group which makes for more creative, more effective thinking than by either group alone.

Employment Service—New Style

By ELEANOR ALLEN

THE employment and counseling center in Pasadena, Calif., grew out of community need; was made possible by community vision. As in so many other cities, the depression struck before Pasadena was prepared to handle the long lines of job hunters. There was no time to plan, to coordinate. First one project, then another, was hurriedly instituted in an effort to stem unemployment. Services were often duplicated or lines of demarcation so finely drawn that those who needed help were uncertain where they should apply. Cities of every size, east and west, will recall their own desperate and disjointed efforts to meet a similar situation.

By 1932 so many community agencies in Pasadena had opened job-finding bureaus in such widely separated parts of the city that a man seeking work could scarcely walk to them all in one day. Pasadena community leaders deplored this inevitable confusion. They recognized the need for an employment program, adequate to basic community needs, but flexible enough to meet changing conditions. Fortunately, there was an organization which had been gradually working toward a centralized and comprehensive employment and counseling service for the community. The organization was the Vocation Bureau, founded in 1919 by Winifred Hausam to give free counseling and placement service to women. Miss Hausam and those associated with her saw that a centralized placement bureau was not merely a temporary need, that it would be an increasing necessity because of rapid technical and economic changes. For the same reason, they saw that vocational counseling would be more, rather than less, important in the future. The movement for this new style employment and counseling center won the support of citizens and local organizations.

California accepted the provisions of the Wagner-Peyser Act, providing for an affiliated federal-state employment service. On July 1, 1935, the Pasadena Employment Bureau became part of this service, and reorganization was begun. Offices were chosen on the second floor of a building owned by a city department. By January 1936, all community placement effort was centered in the Pasadena Employment Bureau, and the Vocation Bureau had moved into the new headquarters. These are a far cry from old-time employment offices. Light, clean, strictly businesslike in appearance, they simultaneously put an applicant at ease, welcome and encourage him. There is no loitering, but for those waiting for interviews there are chairs and magazines.

Miss Hausam was asked by the city to reorganize and coordinate the bureaus, and already the two divisions function as one unit. "This is due," according to Miss Hausam, "to the excellent cooperation between the counselors of the Vocation Bureau and the placement interviewers of the Employment Bureau." When placement interviewers, in the course of their daily work, find applicants who are "problem cases" or who are in need of vocational adjustment, they refer these persons directly to the counselors. On the other hand, placement interviewers cooperate in helping to place those clients of the Vocation Bureau who are ready for employment.

ONLY seven other cities in this country have or have had such unified placement and counseling service. In the Tri-City experiment in Minnesota; in Rochester, N. Y.; in New York City, Philadelphia and Cincinnati, research bureaus or foundations with ample funds have set up model centers. [See *Survey Graphic* February 1933, page 87.] But Pasadena is the only city to establish such placement and counseling service solely through its own civic effort.

One close observer predicts that the Pasadena bureau will contribute valuably to the experiments so ably carried on in these other centers. It is expected that Pasadena's employment and counseling bureau will also demonstrate two convictions of professionally trained employment workers: first, that for the most efficient service to the unemployed a community should have but one job-finding agency —free, of course, and meeting professional placement standards; second, that no public employment service can fully meet the needs of a community unless supplemented by a vocational adjustment service.

To both the placement interviewers of the Employment Bureau and the counselors of the Vocation Bureau the psychological testing service is available when necessary. Certain trade tests, aptitude tests, tests of mental ability, personality, and interest are scored and analyzed by the consulting psychologist. Experience shows that most applicants readily cooperate when the purposes of the tests and the results to be expected are explained.

The Pasadena project is in a very real sense a community effort. Cities that contemplate modernizing their community employment activities will find it enlightening to review how various units and agencies cooperate in this joint service. Here, briefly, is the picture:

The City of Pasadena arranged for the affiliation of the

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City Free Employment Bureau with the California State Employment Service so that an adequate service with professional placement standards might be available. The city provides ample space at low rental, and contributes janitor service, electricity, water and telephone. It sponsored a Works Progress Administration project for remodeling the offices.

The Pasadena Community Chest provides financial support for the Pasadena Vocation Bureau.

The California State Employment Service accepted the Pasadena Employment Bureau as an affiliated office under the terms of the Wagner-Peyser Act and provided funds for the purchase of modern steel office equipment.

The Council of Social Agencies and member agencies make all their resources available to the counselors. The social workers of the various agencies—health services, marital and domestic relations departments, recreation agencies, legal aid, welfare organizations, clothing bureaus, day nurseries and boarding institutions for children—cooperate in meeting non-vocational problems in order that the individual may be placed more satisfactorily.

The California State Bureau of Vocational Rehabilitation supplies special service for the handicapped.

The Pasadena Public School System gives information on request concerning the educational background of young people who have attended Pasadena schools. It also uses information from the bureau in establishing vocational courses to meet the changing occupational needs of the community.

The California Youth Administration carried on a project, sponsored by the Pasadena Employment Bureau and supervised by Western Personnel Service, to make a survey of community resources to be used by the counseling service. In the operation of this youth project, the support of numerous community groups was enlisted. Representatives of the vocational guidance and vocational education departments of the public schools, the Board of Education, the Council of Social Agencies, the Junior and Senior Chambers of Commerce, and the Emergency Education Program, as well as the Vocation Bureau, acted in an advisory capacity for the project.

Through its counseling division, the California Youth Administration provides the services of a competent psychologist for the vocational adjustment service and furnishes some materials for the testing program.

The Pasadena Chamber of Commerce helps to build employer support for the bureau and through its various departments and committees supplies useful information.

The Pasadena Merchants Association also helps interpret the bureau to the employers in the community.

The Pasadena employment and counseling center is a community project in another sense. Already the people have taken it wholeheartedly into their lives. Employers in increasing numbers show appreciation of efficient placement service by using the bureaus. The laboring man, the professional man, the salesman, the domestic worker, the business girl, the professional woman turn to it with confidence, pride and gratitude.

A high salaried professional woman, broken in health and short of funds, who sought the services of the bureau to find employment in a vocation that would permit her to rebuild her strength, expressed feelingly what thousands of others have said in different ways:

> It's like a miracle to me—to find an intelligently conducted employment bureau that does not charge for getting positions. To enjoy, in addition, the free assistance of trained counselors and a consulting psychologist who are helping me to find myself again—that, indeed, is a modern wonder.

And a cement finisher expressed the staunch support of Pasadena when he called out, as he left the bureau: "I'm going to send in some fellows I know. This place is O.K.!"

Boarding Out Delinquent Children

By C. D. McNAMEE

TONY, by a change of pace, evaded the last tackler and crossed the goal line for a touchdown. All his highschool mates and other fans in the grandstand came to their feet cheering. Over by the gate a policeman wagged his head in wonderment. For he was one of the few of the cheering crowd who knew that this hero of the afternoon had been, only a few years ago, the town terror headed, if the policeman knew anything about it, "to hell 'n' back"—certainly to the reformatory, probably to the state prison.

That Tony did not fulfill the anticipation of the policeman and of most of the other respectable members of the community who fell athwart his early career is one of the reasons why a little group of citizens of Muskegon, Mich., believe that they are on the right track in the difficult business of reforming juvenile delinquents. It all started really with the late Senator James Couzens and his concern with children, a concern which he implemented by establishing the Children's Fund of Michigan and endowing it with $10 million. Senator Couzens had ideas of his own on the treatment of wayward and delinquent children. He had no patience with a blanket policy of committing them to state institutions, and cited the records to show that these institutions, even the best of them, were less schools for reform than schools for crime.

His convictions on this point were shared by Ruth Thompson, for twelve years judge of the probate court of Muskegon County. She too had no faith in reform by institution and in a small way, with few facilities, had been experimenting in another kind of treatment—putting boys and girls to board in private families under court authority and volunteer supervision.

Thus it came about that when, six years ago, the trustees of the Children's Fund determined to make an experiment in non-institutional treatment of delinquent children in small communities, Muskegon County was chosen as its scene and Judge Thompson as chairman of its directing committee—the Couzens' Committee, it calls itself. The experiment was financed by the Children's Fund with an annual appropriation of $5000. The Fund made it clear that its major interest was not only in the principle of boarding out delinquent children but also in the application of that principle in a community where professional social workers are few and far between and where success or

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failure of the project would revolve around volunteers as supervisors. Small communities frequently are discouraged from undertaking enterprises of this kind because of their lack of paid workers and the emphasis put on the necessity for such workers by large city organizations which can afford them. The Muskegon County experiment has rested entirely on volunteer supervision.

From the beginning the children selected for this special treatment have not been hand-picked for their "hopefulness." On the contrary they have been children for whom the alternative would have been commitment to a state institution. Among them were town terrors—the bane of police but the heroes of their mates, gang leaders in their own right. One boy had shot and killed his father during an argument, another had acted as lookout for a notorious gang of thieves, another had had against him twenty-eight charges of breaking and entering.

THE committee has confined its effort to boys and girls between the ages of ten and fifteen who, by scientific tests, are shown to be mentally bright and alert. Careful psychiatric and physical examinations are the first step in each case with minor physical defects corrected as routine procedure. The home to which a child is sent is subjected to careful study with candid discussion on both sides and a realization that the attitude of the boarding parents more than the physical home setting is a major determinant in success or failure of the relationship with the boarding child. No difficulty has been encountered in finding suitable boarding parents who are paid from $4 to $6.50 a week depending on the particular child and on certain other conditions. All the committee's experience points to the conclusion that too much care cannot be given to choosing a particular home for a particular child. Just any good home will not do. Child and home must be considered together.

This does not mean of course that a child or a home is written off as a failure because either one does not make good in the first instance. Changing a child from one home to another is not infrequent, though a good first placement is much to be desired. Tony, the football player, was in four different homes within two years before a place was found where he began to make progress.

These of course are the approved procedures of good child placing—the difference is that with these particular children procedures must be a little better than good. Nothing can be left to chance; every move must be weighed in advance, every step made in consonance with a whole set of conditions subject to change without notice. No single factor can be disregarded. Take for example the matter of clothes. Clothes, they say, do not make the man but the Muskegon County committee is of the firm opinion that they have a lot to do with the feelings of boys and girls whose self-respect has been through a pretty shattering process. Before a child goes to his new home he is taken on a shopping expedition and is outfitted, brand new, from top to toe, with a "best" dress or a "Sunday suit" to boot. Often these are the first new appropriate garments the children have ever had. "Dress these boys and girls just a little better than average" is a rule which the committee early adopted, and which it has never regretted.

Every child has some member of the committee as his special sponsor who maintains regular contact with the boarding home, the school and the child. The sponsor does not in any sense police or over-protect the child. He tries to establish the relationship of "special friend" with whom the child is free to discuss his problems and with whom he may reason out a solution. Needless to say it takes a very special kind of person to win the confidence of these children who have no particular reason for confidence of any sort and it takes the patience of Job to go along with a child to a point where he faces up to his own difficulties. I sometimes think that of all the problems the members of this committee have faced—and they have been frequent and tough—not the least has been the maintenance of their own infinite patience. They may become discouraged but they never quit hoping and trying.

The Couzens Committee is not an official body. A child entrusted to it remains a ward of the probate court which also is the juvenile court. Any official action in regard to a child while it is under seventeen years of age must be taken by the court, but such action always is based on the recommendation of the committee of which the judge is a member.

The committee takes a child for no set period, but in most cases has retained control for five or six years, usually until the child has finished highschool or is able to care for himself. In a few cases where special circumstances have arisen such as changed conditions in the home, control has been exercised for only six months or a year. But in any event the committee continues to follow the child's progress and often to aid him in minor ways.

While close cooperation exists between the county authorities and the committee the county has aided financially in only a few cases. Relatives have aided in other cases, paying a part of the board or contributing toward clothing. Some of the boarding home parents have reduced the board in return for work done by the children, while a few children have obtained jobs and contributed toward their own clothing.

The mental clinic to which the children are sent for examination is maintained by one of the state hospitals and no charge is made for its services. Dental work, glasses and the like are provided by the committee, but local dentists and others cooperate by reducing their fees. The county physician and members of the medical society provide medical services for the boys and girls. Some merchants cooperate by reducing the prices of clothing.

The project has saved Muskegon County thousands of dollars, although the work of the committee is not represented in dollars and cents, but in reclaiming delinquents. For example: in 1928, the juvenile delinquency problem had reached such a serious stage in Muskegon, an industrial city, that the voters approved a special tax to erect a juvenile detention home to cost about $40,000, to say nothing of maintenance.

SOON afterward, the Couzens' project was launched and the leaders of the juvenile gangs were removed from the community and placed in boarding homes. Almost overnight the gangs disappeared, and so did the acute need for a juvenile detention home. It never has been erected.

In the six years that the experiment has been under way fifty-four children, mostly boys, have been placed in boarding homes. Twenty boys and one girl are in such homes today; thirty-one are making their own way in the world, apparently well-adjusted and in no more danger of "going wrong" than any other normal young persons. Several of the children were graduated from highschool, two as presidents of the senior class. One is working his way through college. Of the whole fifty-four only two have been definitely failures. One was a girl of sixteen, an exception to

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the age limitation, whose own mother had been a party to her delinquency, and who eventually returned to the life her mother led. The other was a boy, but recent developments have raised a hope that he may come through after all. In any case the committee puts up against any state reform school its score of fifty-two successes and two failures. For these children, it must not be forgotten, were not just "naughty." They had been through the whole mill of pre-delinquency and were on the record as definitely delinquent. The next stage in their progress "to hell 'n' back" was the reform school. They were taken, almost literally, from its doorstep.

Miss Thompson is no longer judge of the probate court but is still, happily, a member of the Couzens Committee. Senator Couzens is dead. In his last public address he said of the Muskegon County experiment, "We feel that we have demonstrated to the State of Michigan and to other states the proper method of treating delinquent children."

The committee realizes that numerically its operations have been small. It believes however that its experiment has great significance as the demonstration of a rational method, child by child, home by home, by which a child at odds with society almost surely can be rehabilitated. It believes that this method holds more hope for the child and more assurance for society than treatment by the "reform" methods of the usual institutions. It believes that it has, indeed, "pointed the way," especially for small communities which must lean heavily on volunteer service.

Tough Facts About Hospitals

The tangled web of New York's vast organization for the care of the sick

By MICHAEL M. DAVIS

SIXTY years ago, Dr. W. Gill Wylie, a prominent physician of New York City, wrote that we should "limit hospital accommodations to those who have no homes and to those who cannot be assisted at their homes. . . . the majority of our hospitals, as they are at present managed are liable to do more harm than good. . . . Apparently they do much good, and for the time do relieve suffering and want, but in the end they may do much harm. Giving help too readily, even during sickness, is hurtful."

When Dr. Wylie's book was published in 1877, nobody went to hospitals except the destitute. Professional nursing was just beginning. Clinics were in their infancy. Visiting nursing was practically unknown. The beginnings of a city health department had been made only about a decade earlier.

The Hospital Survey of New York, just completed by Dr. Haven Emerson, Dr. Gertrude Sturges, and their staff of assistants, consultants, "collaborating individual authors" and agencies, tells us that in 1934 over half a million residents of the metropolis, rich as well as poor, received care in general hospitals. More than double that number of persons made over eight and a half million visits to the 234 out-patient departments and dispensaries. In the 200 hospitals with nearly fifty thousand beds, about a quarter of a billion dollars is invested in plants and equipment. In 1934 about $70 million was spent on maintenance and about $15 million more if we add the out-patient departments and other organized services for the sick.

With much of this fat volume [Report of the Hospital Survey of New York, Vol. II. Published by The United Hospital Fund. 1246 pp. Price $2.50, plus 25 cents postage from *The Survey*] social workers will be less concerned than hospital administrators, physicians, public officials and philanthropic givers. There are, naturally, many tough pages of fact for those who must wrestle with the immediate problems of administration. A companion volume, soon to appear as Vol. III of the published report, will present finances. A summary—Vol. I of the report—which it is promised will be brief, may be fruitful for general reading if the average length of its sentences is reduced as compared with those in the present book.

Welfare officials and other public administrators, executives of chests and other community agencies, and social workers in general will gain certain broad values from this study. The immense and increasing volume of organized medical services is profoundly impressive. Their financing is an intriguing study in itself, requiring the difficult combination of the element of self-support through payment from patients, the element of public support from taxes and the element of charity. Their outside relationships annually appear more intricate and exigent. Organized medical care in hospitals, clinics, and homes is deeply involved with the private practice of medicine, with the preventive work of health departments, with the economic efficiency of the population, and with the organized social services for relief, education, rehabilitation and recreation.

HOW adequately do New York's medical institutions fulfill their original function of caring for the poor? In 1934 some 332,452 persons who were unable to pay anything for their care were admitted to voluntary and governmental hospitals in New York City. This was nearly 60 percent of all hospital patients. Queries the Hospital Survey:

> Has New York City enough hospital facilities to care for these people? Is this only a temporary situation? What efforts can be made to reduce this load on the hospitals? What is the best way for the community to provide hospital care for such a group?
>
> The first of these questions can be answered in the negative. The number of hospital beds for the general care of persons who cannot pay is insufficient to meet the present demand, although this demand is probably considerably greater than it would be if organized medical care in the home were more fully developed, so that many patients now admitted to hospitals either could be treated at home or have their period of stay in hospital materially shortened. Most governmental hospitals are shockingly overcrowded and the wards in voluntary hospitals accepting public charges are used to capacity. Hospital facilities for free care have not been increased as fast as necessity has forced members of the community into the class of those unable to pay for their hospital care. Studies of the relation of health and the depression have shown that the illness rate among the new poor has been relatively higher than in any other economic group. . . .

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Can the burden of free care be reduced? The Hospital Survey proposes expansion and improvements in medical and nursing service in the homes, which would take some cases out of hospitals. Group hospitalization, a form of voluntary sickness insurance, now has some 400,000 persons in the metropolitan area who pre-pay for their hospital care at the rate of about $10 a year. This plan has grown from nothing within two years, but it is not yet nearly large enough in membership to make a substantial impression within the metropolitan area of ten million people. Extension of preventive measures may reduce some types of disease in hospitals, but the advance of medical knowledge and techniques tends, on the other hand, to extend the demands for institutional care and to increase costs.

Increased governmental responsibility for providing or financing hospital care for those who cannot pay for it is part of the answer. The city government carries nearly 40 percent of all general hospital beds and a much larger part of the load of free care. It expends some $4 million annually in paying approved voluntary hospitals for the care of public charges. Another part of the responsibility, says the Hospital Survey, falls on the voluntary hospitals themselves. The 150 voluntary hospitals have a fine record of professional service within their own four walls, but as a rule they are not cooperators: they have been prima donnas. Despite the presence of a large number of vacant beds for private and semi-private patients and of demands for free care which they could not meet financially, a considerable number of hospitals, says the Hospital Survey, have increased their capacity chiefly in their private or semi-private accommodations. In 1930 a third of the private and semi-private beds were empty on the average day of the year and in 1934 half were empty. The ambitions of institutional authorities and medical staff members, it is intimated with gentle firmness, have impelled expansions with little regard to community needs or to the fullest utilization of large capital investments which must be begged from individuals and agencies.

The depression placed heavy burdens on the out-patient services, increasing greatly the number of patients who sought care in clinics rather than in private doctors' offices. At the same time the funds were reduced with which the clinics could provide personnel, equipment and materials. Long waiting periods in clinics are a continuing evil, less excusable now that some clinics have demonstrated how this waste and suffering can be reduced through effective admission methods, the provision of adequate personnel and appointment systems.

THE increased pressure from medical societies to reduce out-patient work has been met in New York by still more weighty public pressures for more service. Out of discussions and controversies on this subject has emerged the program of paying doctors for out-patient work, which the Hospital Survey recommends should be done as rapidly as money can be found. Such payment, along with the similarly recommended payment for some hospital work by physicians and for medical care in the homes, would be a major step in more rational relationships between physicians and organized medical services, and more effective administration. Hospitals and clinics are social institutions in their relationships, but they are medical agencies in their primary functions. The Hospital Survey does well to emphasize by fact and preachment the major responsibilities which physicians as individuals and as organized medical staffs must assume, not only in the treatment of individual patients but also in the determination of policy and program.

How extensively do the hospitals and clinics of New York not only care for the sick but provide workshops and educational opportunities for the physicians of the locality? The physician who is cut off from staff privileges in a hospital or clinic is seriously handicapped. The studies on this point have returned rather unsatisfactory figures, since a considerable proportion of physicians did not furnish the information requested. A large proportion of those who failed to reply are probably the ones without an institutional connection. The evidence is that a distinct proportion of the physicians of the city and their patients must go without the benefits that come from a physician's membership on a hospital or clinic staff.

READERS of this survey will find sections on matters with which social workers are continuously concerned in behalf of their clients—ambulance service, nursing care of the sick in their homes, care for chronic disease, convalescent care, services for the mentally sick, the tuberculous patient, the maternity case, the patient who has venereal disease, diabetes or a mouthful of carious teeth. From out of its mass of details the Hospital Survey builds up broad conclusions. Hospital services for the general care of the sick poor should be increased. The overcrowded governmental hospitals should be expanded in some degree and relieved further by the fuller use of voluntary hospitals paid by tax funds. Organized medical care of the sick in their homes should be developed as an extension of hospital service rather than as an independent enterprise. Out-patient care for public charges in non-governmental institutions should, like hospital care, be paid for out of public funds on an agreed basis. Extension and improvement of services for the chronic sick is a major need. The distinctive work of the New York City Department of Hospitals in this and other respects is warmly commended. Specific recommendations are made concerning the increase and quality of the improvement of nursing service and of medical social service in hospitals.

But how transform the present jumble of institutional and agency relationships into something approaching a coherent system? The Hospital Survey is far from proposing a planned economy under governmental auspices, for in the hospital field non-governmental institutions occupy a major place. It does propose, however, the establishment of "a permanent representative or authoritative planning group," which would include governmental as well as non-governmental representatives of both institutions and the general public. "The number of beds for private patients in voluntary hospitals should not be increased without the approval of the authoritative planning group." In other words, future capital investment in hospitals needs systematic community control.

A review can illustrate only a few significant points. The Hospital Survey of New York exemplifies the complexity and the excellencies of modern medical care and its affiliated social services. It illustrates likewise the dangers of institutionalism and the confusions of individualism which are characteristic of America. The scale is of a different order of magnitude in New York City than in Middletown, but those who have occasion to study or deal with these problems anywhere will find that whether they look through the small end or the big end of the opera glass, they will see the same picture.

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"For the Good of the Cause"

By HELEN M. MANAHAN

Case worker, Hamilton County Welfare Department, Cincinnati, Ohio

WITH no desire for crass gain or for the honors that sometimes accrue to social inventors I herewith offer to my fellow workers in public relief agencies the solution to one of their most persistent problems, namely, dictation.

There is no occasion for a sales talk on the virtues of my invention—it speaks for itself. It is apparent at once that this system will result in great economy of dictaphone cylinder wax now used in enormous quantities in recording the uhs, ums, ers, andas and operator-omit-last-sentences of case workers whose mental faculties geared to heavy case loads and paper work, refuse to perk at the allotted dictation period. The system has obvious advantages also for the compilation of valuable social data. A simple tabulation made from these forms, properly checked, will yield important statistics on number of naked children at large, on landlords who won't paper, on nagging wives and brutal husbands.

Many workers adopting this system will vary the check list slightly in accordance with local terminology. I myself, while serving as intake interviewer, found that a list of nine answers covered all variations of the replies to the question of how the applicant was now supporting himself. They were: "Just piddlin' 'round," "Scratchin'," "Scrapin'," "Scufflin'," "Junkin'," "Odd jobbin'," "Doin' ends 'n' odds," "Jist the best I knows how," and, finally, "I ain't."

The form which I have developed is not copyrighted. It is offered without price purely for the good of the cause.

DICTATION SIMPLIFIED

NAME OF FAMILY.....

VISITED (*date*) .....

MAN / WOMAN — asked for: shoes; coal; clothing; surplus commodity; card; job

MAN / WOMAN — said he'd / she'd: write to the governor; see the higher-ups; get coal or else; get the worker's job; go to the court house; write to Washington

MAN / WOMAN — said landlord: refused to take vouchers; asked for rent; gave an eviction notice; said he'd call worker; said he had to pay his taxes; refused to paper

WOMAN said HUSBAND: mistreated her; drank; went with other women; deserted; beat the kids; was looking for work; just went down the street

MAN / WOMAN — was: in; out; drunk; sober; antagonistic; pleasant

MAN / WOMAN — said children were: doing well in school; looking for work; barefooted; playing truant; out gathering wood; naked

MAN / WOMAN — said stove: was burnt out; needed a new grate; burned lots of coal; needed a new lining; would cost eight dollars

MAN / WOMAN — said he was / she was: taking shots; going to clinic; sick; going to hospital; doing poorly; going to doctor

MAN said WIFE: had just gone to the store; went with other men; nagged; couldn't manage; bossed the kids; was common-law wife

WORKER asked MAN / WOMAN

1. To register for work.
2. To see district physician.
3. To go to clinic.
4. To come to office following day.
5. To get an extension on gas and electric bill.
6. To try to find some odd jobs.
7. To talk to the landlord.
8. To bring in landlord's name and address.
9. To bring in proof of residence.
10. To promise to care for dependents if placed on WPA.

DIRECTIONS: Insert name and date in space provided. Check whether man or the woman was interviewed—if both, check both. A simple check mark placed to the right of the most appropriate answer will complete each section. It is possible that on any given day it will be necessary to check two or more of the answers. Encircle the number corresponding to request by worker.

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MISS BAILEY SAYS:

Mist' Harry Meets a Merit System

By GERTRUDE SPRINGER

"MAYBE the legislature will send our merit system up the spout along with some of our other good trys—we haven't the shadow of a law to hold it—but whatever happens it has certainly cramped Mist' Harry's style and that's worth something."

Miss Bailey had traveled far for a close-up of this hopeful young merit system now doomed, it appeared, to an early demise. She was glad that she was to see it through the eyes of this cheerful blonde girl who had dropped a promising social work job elsewhere to accept uncertain tenure in her native state just taking its first steps toward a public welfare program. But full of questions as she was, Miss Bailey had to ask first about this Mist' Harry.

"Mist' Harry? I wish we had time to drive out there. He'd be sitting in front of his store with a palm leaf fan and the dirtiest shirt in captivity. But such a way with the ladies! Mist' Harry is a fixer. If anyone in his county gets stuck in a horse trade, or wants to get the schoolhouse steps patched up, or is afraid the baby will come before the doctor gets there, he rushes to Mist' Harry to fix it. He really isn't such a bad old guy but he certainly did mix things when he started in to fix relief. He fixed a good job for old Doc Snively, not a real but a "practical" doctor, who, Mist' Harry says, is poor at seventy because he's given away so much charity medicine; and another good one for poor old Miss Sue who'd share her last cent with a beggar.

"We had quite a time unfixing Mist' Harry's fixing and every time we turned our backs he unfixed our unfixing. The local board wobbled back and forth between the two of us, but it was pretty evident that at heart they felt that Mist' Harry knew best. It went on like that during FERA days and even after the new state welfare department came along. When the merit system was proposed to take over the whole business of personnel Mist' Harry wouldn't be bothered with it. He was going good at the time and wasn't worried. When it really began to roll and he saw what it meant he was fit to be tied, but the local board, although it teetered for awhile, found the new system such a relief from the old bickering that it stood by the system and Mist' Harry had to go back to fixing horse trades. If the system goes out he'll probably bob up again, but I think the board will not easily let itself in for a renewal of the old grief."

"Are Mist' Harry and his county typical of what you were up against in trying to get personnel standards?"

"No—o—o, not exactly typical, but every county had local leadership of one kind or another that had to be taken into account. Sometimes we could join it, and sometimes we had to fight it, but we couldn't ignore it. Our effort was to come at a very inert public opinion and inform and crystallize it as we went along. A merit system was only part of our purpose; the other part was education in the merit of a merit system and all that it implies in good public welfare administration."

"Now let me get this straight," Miss Bailey interrupted, "I know that up to the depression this state had no public welfare program to speak of. The FERA put in its own relief organization with hardly a by-your-leave to community customs. Also it stood by during the organization of a state welfare department which the people in general hardly knew was needed but accepted because they didn't have to pay the bill. So then what?"

"You've left out two important points," answered the blonde girl. "First, although our people as a whole were pretty backward socially we had a nucleus of intelligent progressive citizens ready to put their backs into this business. Second, every step in the set up of our state department was taken with one eye to developing and bringing along local community opinion. In a way the organization was imposed on the localities, but its functioning was a deliberate process of education starting with the state board itself and spreading out to the local boards and then into the communities."

"A good idea if it worked."

"Yes, and it did work—spottily, but not too badly. I suppose the trouble was that we had to go too fast. In a way the security services crowded us. Because we saw them coming and wanted to be ready to get them off on the right foot we moved faster, it now seems, than the public was prepared to follow. If our merit system goes up the spout that's probably the reason. It was too far out in front."

"You had courage to try for a merit system while you were still practically in rompers. A lot of states in long pants haven't even tried."

"You see we had nothing to lose and everything to gain. In a way we had a clean slate in the matter of personnel because we'd had so little public welfare work. Since a big expansion was certain under the security act it looked like a chance to start right."

"You'd had the FERA experience. Had that mussed up your clean slate?"

"NO, not at all. In the beginning the FERA staff was nondescript. But little by little we sifted out, taught and trained until by the time the state board took over we had a pretty good standard, barring a few Doc Snivelys and Miss Sues. With security zooming down the road our next step was to root our gains in clear cut policy. And so we rushed in where angels fear to tread, and treated ourselves to a merit system. And in spite of the punishment maybe we weren't so dumb. You have to start somewhere."

"You mean you just waved a wand and said 'Come forth, merit system'?"

"Not on your life. Don't forget that this wasn't just a merit system, it was education in the merit of the merit system, and education started right smack in the state board itself and in the committee which it appointed to study the whole business. We had a solid year of talk and good hard thinking—board, committee and staff—before any real steps were taken."

"Why not have put your drive into getting a law through the legislature?"

"First place, the legislature wasn't meeting for a year; second place we needed to experiment with methods before we froze into legal form; third place, there wasn't a Chinaman's chance of getting a law however much we drove at it."

"Any one of which," commented Miss Bailey, "is a complete answer. But now, given the talk and the thinking, how

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did you go about getting a plan that you believed would work?"

"First off we called in as active members of the committee two of the faculty from our leading college. The people of this state have confidence in educators though not always, I'm afraid, in education itself. That goes right down the line to the remote rural neighborhoods where the school teacher is some one to be listened to, even though the children don't always get much schooling. That is why we held the written examinations in schoolhouses and had teachers serve as proctors. We gave it a setting that was familiar and respected.

"FROM other states that had tackled the merit system the committee got material and then sat down to study it and to thresh out a plan that it believed would fit our state, would have a reasonable chance of acceptance and be a start in the right direction."

"That probably sounds easier than it was," said Miss Bailey, who knew something of the gap between plan and practice.

"Right you are. The whole thing had to be pinned down to reality. Take a residence requirement for example. Ideally it shouldn't be a qualification at all but you know and I know that you can't get away with that, not in this state anyway, so we wrote in two years as a minimum. And the matter of college education. Sure, we wanted that as a requirement, but we knew we couldn't take a stand on it. So when it came to educational qualifications for junior visitors, the lowest classification, we specified a college degree as preferable but put in plenty of ands and ors, shaking down finally to a minimum of highschool graduation plus four years in social service or related fields. Maybe we prostituted professional standards, but we had to compromise if we were to get a foot in the door."

" 'Related fields'—what did that mean?"

"Oh, practically anything. It was a way of making the first gate seem wide while still keeping a string on it—if you follow me. Another thing we had to remember was our going staff, many of whom, we knew, hadn't the educational qualifications which were the least we were willing to set as a minimum. We couldn't freeze them into their jobs by blanketing them into the new system, but they were entitled to, and public opinion would certainly demand, some preferential treatment. We had to lay the groundwork for something better than we had, but we also had to start from where we were.

"We cut that knot by making all the going staff eligible for the written examination regardless of age, education or experience. But everybody from top to bottom had to take that exam. If he failed he lost his job, though he could try again at the next exam."

"It must have been some job getting up a written exam equal to all the realities involved."

"It was. I could write a book about it. But remember that the rating of qualifications turned back a lot of aspirants at the first gate and that we could begin to tighten up a little. However we were careful to make the exam practical and not theoretical and to hold it closely to local conditions."

"Now what about local conditions?" queried Miss Bailey. "I can see how all this was educational for the state board and the committee, but how did it get through to the local boards? Where did you start with them?"

"Exactly where they were—which was in a jam. Personnel had been a perpetual headache what with pressure from the state board for acceptable standards and pressure from people like Mist' Harry for jobs for Doc Snively and poor old Miss Sue. The boards weren't dumb and they saw the proposed merit system as their way out. They wouldn't have to turn down Miss Sue any more, she could go and take the exam like everybody else."

"I wouldn't call that exactly education in the merit of the merit system," commented Miss Bailey doubtfully.

"I didn't say it was. I said it was where we started. It was in the functioning of the plan that we spread out and got just as many local fingers in the pie as we could."

"A good trick if you can do it."

"Don't be crabby. We did do it. In each of our dozen administrative districts we had committees of board members to manage the whole business locally, to arrange for the written exam—that's where the school people came in—and actually to conduct the personal interviews which were the last gate in the elimination process."

"You mean that these local committees, with their brief sketchy experience, interviewed the applicants and that their grading counted in the final rating?"

"I certainly do, and it worked fine. The applicants were much more at ease than they would have been with a strange committee traveling from place to place, and what it did for the education of the board members would surprise you. Of course we supplied a general guide for what the interviews were supposed to bring out, and one of the state staff, assigned to the job, steered the questioning more for uniformity than anything else. At first the board people were as scared as the applicants, but they soon got over it. Their questioning centered on local social problems and conditions, and believe me the answers opened a lot of their eyes. Questioning by the staff representative tended to bring out attitudes, capacity for observation, and ability to formulate and express opinion. Of course we had some hurdles. There was always the danger that looks would count too much—and there was the man who announced that he proposed to grade every applicant on 'personal magnetism'."

"If your merit system doesn't go up the spout will you stick to the same method?"

"WE certainly will, but with minor changes in the form of the written examination, largely in the way of simplification, for grading purposes. An examination must be easy to grade else it becomes too expensive in paid time. The trick is to work up questions that check knowledge, book learning if you like, and at the same time reveal personal social attitudes.

"As for local boards continuing as oral examiners, most decidedly yes. Nothing ever has put them so much on their jobs as that experience. They have a better understanding of the work and of what the staff is up against than ever before; and they are much more articulate about it. Our merit system may go up the spout but it will leave something behind that is worth all the effort it cost. We have something to build on now, and we mean to build like beavers. Next time we won't be starting from scratch and next time it will stick, no matter how much fixing Mist' Harry and Company do in the meantime."

This is the sixth of the new series of articles, "Miss Bailey Says . . .," in which that veteran of the emergency relief organization sums up the results of her first hand observations of the actual operation of the social security services over the country and of her discussions with workers close in to the job.

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The Common Welfare

Price of Low Wages

THE "most vexing problem in relief" says New York's Mayor La Guardia, is presented when "starvation wages" in private industry must be supplemented with public relief. The problem is not new nor is it unique to New York. Every community has it and is baffled by it. New York has just learned that the cost in relief funds of this form of subsidy to low grade industry runs close to two and a half million dollars annually.

But it is one thing to know the facts of a situation and another to know what to do about it. New York relief officials frankly admit the dilemma. Supplementation with public relief funds of substandard wages subsidizes the unscrupulous and penalizes the scrupulous employer, and amounts to a chiseling of the whole wage structure. But to deal with this "economic atrocity" by removing from the relief rolls all persons receiving supplementary assistance would be to jump from the frying pan into the fire. It would discourage and penalize honest efforts for self-support and would result naturally in many persons quitting their "starvation wages" and applying for full relief.

Mayor La Guardia and his advisers are trying to find the answer to the dilemma. The place to look for it would seem to be in the area of the minimum wage.

The Merit Principle at Stake

OBSCURED by the heat waves, events in Congress in late June were such as to alarm those who give more than lip service to the merit principle in government administration. The reorganization bill sponsored by Senator Robinson, while favoring the merit principle at the lower levels, would exempt division chiefs and bureau chiefs, many of whom are now under civil service. The "career" plan would be distinctly a misnomer for a system in which the qualified government employe came up against a political bulkhead when he rose so far as to merit appointment as chief of a division. Fortunately the new Railroad Retirement Act has become law, minus an earlier personnel clause which was strenuously opposed by the Civil Service Commission, but the bill to extend the CCC went to the White House with provisions that will throw jobs into patronage, and there are similar clauses in other pending measures.

The most flagrant example of the will to patronage, however, is probably the rider to the Independent Offices Appropriation Bill concerning a small group of executive personnel of the Social Security Board. In spite of a stiff fight, the House finally acceded to a Senate amendment which bars use of funds appropriated to the board for the new fiscal year to pay salaries of experts or attorneys receiving $5000 or more, unless and until they have been appointed by the President with the advice and consent of the Senate. All positions under the Social Security Board are civil service except those of experts and attorneys—about 5 percent of the total—and these latter the board voluntarily placed under the Civil Service Commission for approval both as to the specifications of the job and the competence of the individual selected by the board to fill it. The Senate rider would make it impossible for the board to pay salaries, after June 30, to about sixty experts and attorneys so selected, unless, after appointment by the President, the Senate chose to confirm them. At the head of the list is Frank Bane, executive director of the board, long known to readers of *The Survey* and others throughout the country as an untiring champion of honest and efficient government administration.

The National Civil Service Reform League has wired President Roosevelt to urge his veto of the bill as opening the way to "senatorial patronage" and demoralization of the service. Another serious possibility, in the event of an important change in executive leadership in Washington, might be to lighten the pressure against the intrusion of the spoils system into the social security set-ups in the states. As this is written (June 30) the bill has just been signed. It becomes increasingly apparent that the merit principle demands prompt and vigorous rallying of all its friends.

Long Due

OUT of the battle in Congress over the WPA appropriation (see page 226) came sudden moves that seem to assure the appointment of a national commission to study all phases of the problem of relief and unemployment. Such a commission long has been urged in various quarters including the pages of *The Survey,* but the joint congressional resolution (Murray-Hatch) authorizing it has languished, apparently for lack of administration favor.

The first of the recent moves came while pressure was at its height for cutting the WPA appropriation as requested by the President. Almost without discussion the Senate approved a resolution instructing Vice-President Garner to appoint a senatorial committee of five to "study, survey and investigate the problems of unemployment and relief, including an estimate of the number of persons now unemployed by reason of the use of labor-saving devices, mechanical and otherwise. . . ."

For reasons obscure to the layman but clear, it appears, to the political pundits this move was followed by an easing up of pressure against the WPA appropriation. The Senate, say the pundits, with one hand gave the administration what it wanted and with the other something that it didn't want—that being current political give and take. The committee appointed by the vice-president is headed by Senator James F. Byrnes of North Carolina. Only one of its five members is believed to favor the present relief policy.

Hardly was the Byrnes committee appointed than the dormant Murray-Hatch resolution was pulled out of its Senate pigeon-hole and passed without objection or special attention. This happened, the pundits put it, because the administration, in the face of an inquiry by an unfriendly committee of the Senate, withdrew its opposition.

Be that as it may, the resolution is now in the House where favorable and relatively prompt action is confidently expected. The House, however, proposes to change the make-up of the projected commission substituting for "five to fifteen well qualified and distinguished citizens" appointed by the President, a body of nine such citizens plus three members of the House and three of the Senate. The resolution directs the commission to "conduct a national

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study of the whole problem of unemployment and relief and make recommendations looking to a comprehensive, intelligent and just policy for the future." It appropriates $50,000 for the purpose. Specifically the proposed commission would appraise the relative merits of work relief and direct relief, study the division of financial and administrative responsibility between federal, state and local units of government, taking account of the contribution of private social agencies, and devise a plan for coordinating a long-time relief program with the programs of such agencies as the Security Board and the U. S. Employment Service.

Housing Hopes

EARLIER optimism that the Wagner-Steagall low cost housing bill would be enacted by the present Congress has given way to uncertainty, although it is said that the President has high hopes that differences between Senator Wagner and Secretary of the Treasury Morgenthau on financial provisions of the bill soon will be ironed out and that it will be enacted.

The bill as introduced would provide government loans for construction and annual subsidies equal to the amount of charges not covered by rents. [See *The Survey,* March 1937, page 80.] Secretary Morgenthau, with an eye to the funds required by the bill, rejects the annual subsidy idea, and would substitute for it capital grants, at the outset, of 40 percent of the construction costs of each project.

The President is said to favor the Morgenthau plan, agreeing that it would put less burden on the government, and would not commit any future Congress to subsidies. In the light of European housing history the achievement of really low cost housing seems more likely under the Wagner than under the Morgenthau plan. As Senator Wagner frequently has pointed out, an annual subsidy offers a constant check against extravagance and profiteering, and insures a proper rent range.

Admitting the weight of arguments on both sides many earnest students and protagonists of public housing are hopeful that a bill will be passed at this session which, if not wholly ideal, will at least make a start in the right direction. Indications accumulate of the imminence of a housing shortage the country over. The urgent need for low cost housing is incontrovertible. Up to now there is no evidence that that need can be met by anything short of generous public subsidy.

The Medical Pot Boils

THE recognition given to birth control at the 1937 convention of the American Medical Association in Atlantic City last month, alone would have been sufficient to render this session memorable in social annals. Of broader significance was the official proposal by the New York State Medical Society of a national health policy which followed closely that suggested in the report of the American Foundation [see *Survey Graphic,* May 1937, page 270] which had been put before President Roosevelt unofficially by a select group of distinguished physicians.

The New York Society proposed a federal department of health headed by a physician with tax funds to pay doctors' and hospitals' bills of people who could not themselves pay for medical care. No more medical charity for them; doctors to be paid for service, and to write the ticket for the plans of service; always providing that no action be taken in the direction of compulsory health insurance which, declared the President of the A. M. A. by some blind reckoning, tends "to relieve the individual of his own responsibility." Does this mean that paying your own way—as millions of otherwise "medical indigents" could do collectively under a contributory insurance plan—is not compatible with self-respect?

The New York proposal was turned down by the ruling authorities of the American Medical Association. President Roosevelt appears to have indicated unofficially that, as the government's representative and coordinator of health services, he would prefer a Josephine Roche to a Morris Fishbein. Yet it is a highly important innovation to have a large state medical society present publicly and officially any constructive and far-reaching public program. Medical progressivism, within its own self-determined limits, seems at last on the way towards self-expression. The A. M. A. continues to stall officially but evidently groups within the profession are working with increased vigor and definiteness towards a realistic facing of needs and trends, and a public policy in which doctors might lead and not be driven.

Strings to the Child Labor Bow

CHILD labor legislation is very much in Congress these days: in the Black-Connery bill [see *The Survey,* June 1937, page 193]; in the Wheeler-Johnson bill which deals with child labor separately from other labor regulation; in the Barkley bill, which would reenact with slight modifications the child labor act of 1916, killed by the Supreme Court; and, finally, in a new amendment to the constitution, proposed by Senator Arthur H. Vandenberg of Michigan and favorably reported by the Senate Judiciary Committee, which would empower Congress to "limit and prohibit the employment for hire of persons under sixteen years of age." The old amendment would ". . . limit, regulate and prohibit the labor of persons under eighteen. . . ."

The National Child Labor Committee favors generally the Barkley bill on the ground that experience, prior to the 1916 Supreme Court decision, showed that its provisions worked smoothly and effectively. Since that bill seems unlikely to get to the floor of Congress the committee is pushing for amendments to the Black-Connery bill which would turn over enforcement of the child labor regulations to the Children's Bureau under the work-certificate system; remove the provision utilizing the prison-goods technique to bar child-made goods from interstate commerce—called an "unworkable" procedure as applied to child labor; eliminate also products of industrial homework from interstate commerce, thus preventing employers from exploiting children under cover of the homework system.

Meantime, lest action on the Black-Connery bill be postponed beyond this session, the committee is pressing for amendments to the Wheeler-Johnson bill to simplify the administrative procedure it proposes in ways that will tend to stop child labor by preventing children from going to work rather than by prosecuting offenders.

Finally the committee, undeterred by this year's discouraging record in ratification by states, will continue its campaign for the old amendment, not because it fears adverse court decisions on new legislation but because—and this is of prime importance—any federal law would reach only children in industries engaged in interstate commerce, that is, would reach only about 25 percent of the total number employed, excluding those in agricultural pursuits. The committee is concerned with protecting all children and it proposes to continue its efforts to do so.

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The Social Front

WPA—Relief

AFTER a long acrimonious struggle, sharpest in the Senate, Congress finally appropriated a billion and a half dollars for WPA the next fiscal year as requested by President Roosevelt. Proposed amendments that would have required fixed local contributions to projects, one of 40 percent, the other of 25 percent, were rejected by the Senate but only after debate in which new lines were drawn.

In any case WPA got its appropriation to carry on into next winter presumably from about where it is now. But just where that is exactly is not apparent at this writing. Sharp reductions in the rolls which began in mid-May have proceeded steadily all over the country. The last week in May the number of workers dropped below two million for the first time since 1935. By the end of June it probably was down to 1,500,000, possibly less. An exact figure is not now (June 28) available.

While, in theory, these cuts were made with discrimination—"no one in actual need shall suffer"—in practice, they were not always so accomplished; perhaps they could not be in so large an operation. A new element in selection for dismissal was length of service, that is persons who had been longest on the WPA payroll were most "eligible" to separation from it. This policy was adopted, it is said, to meet wide and articulate criticism that many "veterans" had settled down to WPA as a way of life. Here again discrimination, though promised, was not always exercised.

The dismissal program has met with vigorous protest from the WPA workers themselves and from many other persons and organized groups not directly affected. Even George Bernard Shaw joined with an indignant cable from England protesting cuts in the theater and arts projects as "curtailing American culture." The protests have been most active and organized in large cities, notably New York and Chicago, with picketing, demonstrations and strikes of various kinds and degrees.

It is already apparent that WPA reductions will backwash on direct relief rolls—complicating further a situation already complicated by steadily contracting state and local funds. How large an increase it will mean is not yet known and probably will not be during the next month or two. The full effect on direct relief rolls is expected to show itself in the early autumn with the falling of seasonal summer employment by which many dismissed WPA workers may be able to maintain themselves for a time. The full effect on many an individual family is felt here and now.

Case by Case—The Chicago Relief Administration is engaged in a study of some 40,000 families, open cases as of May 15, 1937, which are reported as having no employable member. The purpose of the study is to determine the reason for the unemployability of each individual eighteen years of age or over and the possibility of rehabilitation. Schedules call for the full relief history and the work history for the past five years of each person over eighteen.

Price of Low Wages—New York City is expending annually something like $2,342,000 of its hard-gained relief funds to supplement low wages in private industry. Some 5934 men and women in 5405 relief families—almost 3 percent of the total case load—although employed, many of them full time, do not earn enough to support themselves and their families according to the budgetary standards of the Emergency Relief Bureau.

Early last winter when it became apparent that supplementary relief was a mounting problem [see Relief: The Price of Low Wages, by Charlotte E. Carr, *The Survey*, November 1936, page 323] a study of the home relief rolls was undertaken at the request of Mayor La Guardia, by the research division of the ERB actively assisted by Frieda Miller and her staff of the State Labor Department. The report is being studied by employers, economists, social workers and others in an effort to discover an answer to what Mayor La Guardia characterizes as "the most vexing of relief problems."

Of the whole 5934 persons receiving relief supplementary to their wages more than half were men. Some 3469 were on jobs without tips with a median hourly wage of 29.2 cents. More than 22 percent earned, according to employer payroll records, less than 20 cents an hour and 18.6 percent less than 10 cents an hour. The median wage was about 18 cents less than the lowest hourly wage of WPA. Of those on jobs with tips the great majority earned less than 20 cents an hour. Even when the hourly wage reached a reasonable figure it was still necessary to supplement either because of too-few hours or of larger than average families.

Both men and women, it was found, are equally the victims of low wages and no type of private enterprise is free from exploitation. Of the employed persons 19.6 percent were engaged in manufacturing; 15.5 percent in trade; 3.8 percent in hotels and restaurants; 12.3 in domestic service; 29.2 in janitorial work and the rest in miscellaneous occupations.

At the time the study was made last winter the standard ERB budget for a family of four was $18 a week; for a family of five, $20. Of the 5934 persons covered by the study 90 percent required relief supplementation because their wages, even though some of them were working a sixty-hour week or even longer, fell short of the minimum standard of support as set up by the ERB in agreement with the state TERA. The remaining 10 percent of the group required supplementation because of part-time employment or because their families were larger than average.

Agencies Protest—In June Lieut-Col. B. B. Somervell, WPA administrator in New York City, ordered the withdrawal in mid-July of the 1200 recreation workers hitherto assigned to settlements, boys' clubs, Scout groups and other private agencies which have supplied plant and supervision for their employment. The move met with instant protest from the United Neighborhood Houses which held that it would scrap summer programs already under way, incorporate the transferred workers into public projects unprepared to make immediate use of them under proper supervision, and leave dis-

PUGSLEY AWARD

THE editorial committee of the National Conference of Social Work has voted the 1937 Pugsley Award to John M. Kingsbury of New York for his paper, Public Welfare and Health: A National Program, presented at the Indianapolis meeting before the conference section on public welfare administration. Honorable mention went to Winthrop D. Lane of Trenton, N. J., for his paper, The Paroled Offender, before the committee on social treatment of the adult offender; and a citation for exceptional merit to Sidney Hollander of Baltimore for his paper, A Layman Takes Stock of Public and Private Agency Functions, before the section on social case work. Mr. Hollander was not eligible for the award itself since it must go to a professional social worker whose conference paper is "adjudged to have made the most important contribution to the subject matter of social work."

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tricts unserved where private facilities are the only resource. The settlements in no sense questioned the principle that public employment should be canalized through public agencies (as was recently done in the case of the hospitals) but held that moves in this direction should be part of a thoroughly grounded plan for city-wide recreation.

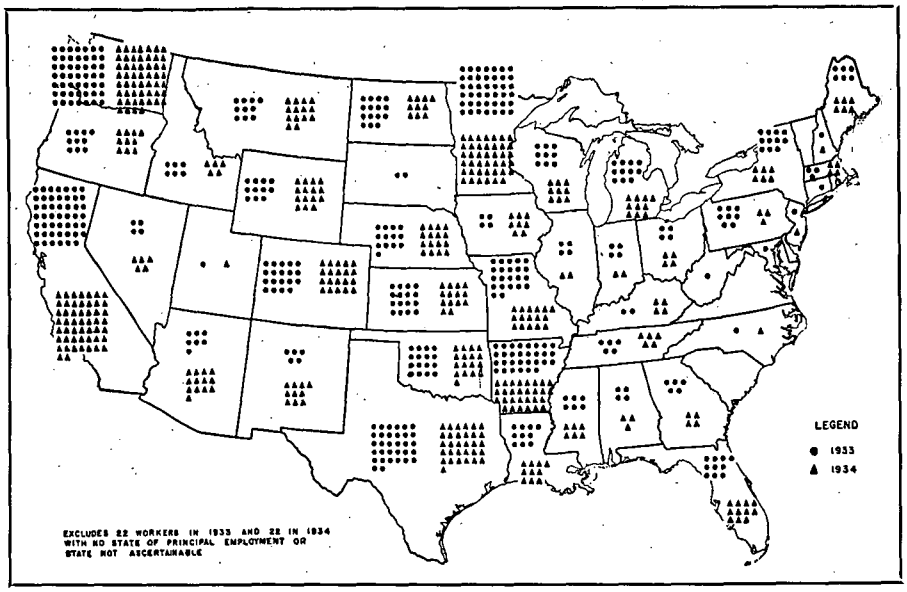
Saving in Jobs—An economy of close to half a million dollars a year in personnel costs will be effected by the transfer on July 1 of the functions of the New York Temporary Emergency Relief Administration to the State Department of Social Welfare, says David C. Adie, commissioner of the department. The initial personnel of the reorganized state department numbers 455 against a staff of about 700 in the two separate agencies. The budget permits a staff expansion to 504.

So complicated is the problem of merging the New York City ERB, its staff of 10,000 and its case load of 148,000, with the city Department of Public Welfare that the state board has permitted an extension of time, possibly for six months, in which to effect the merger. Buffalo also has had an extension as well as six smaller communities.

Better Chance—In an effort to increase the employability of relief recipients the New York ERB and the local WPA education projects are cooperating in an experiment for training typists and stenographers now on relief whose present skills are inadequate for private employment. Enrollment for the training is voluntary with the length of the course determined by individual needs. The occupational survey of the ERB in April showed 305 stenographers and 810 typists, the great majority of whom could not measure up to current labor market standards.

The experiment grows out of the practical results achieved in the WPA household training courses where domestics unable to meet current standards were helped to improve their qualifications. If the new plan for typists and stenographers shows results equally practical it will be extended to other categories of workers.

Roundy Come Roundy—The City of Trenton, N. J. has completed the cycle of relief policy and come back to where it was in 1930 when a citizen's committee provided work projects where the unemployed "worked out" their food orders. The city council has sanctioned and the State Financial Assistance Commission approved a proposal of City Manager Morton that "it is better for men on relief to work than to loaf through the week and just call at the relief office for their dole." Accordingly the city will organize various weed-pulling, river-bank repairing projects to employ as many as possible of the 2302 able bodied men on the relief rolls, a number which may be doubled as WPA makes its expected contraction. The men will be required to work the hours necessary, at the prevailing rate for unskilled labor, to cover their weekly food order.


LEGEND
1933
1934
EXCLUDES 82 WORKERS IN 1933 AND 28 IN 1934 WITH NO STATE OF PRINCIPAL EMPLOYMENT OR STATE NOT ASCERTAINABLE

Migratory Labor Patterns—Who, what and where is the migratory-casual worker of the United States is the subject of a recently-published definitive study by John N. Webb for the WPA division of social research. (The Migratory-Casual Worker, Research Monograph No. VII.) Examining a sampling of the migratory working population, the study finds this worker not at all as usually pictured—a tramp or "worthless" natural wanderer with anti-social tendencies.

"He is instead a competent worker, usually set adrift during a period of unemployment. Each year he retraces a regular work-pattern which frequently extends across several states. He is a factor of first importance in the operation of seasonal agriculture and industry in sparsely settled districts," concludes Howard B. Myers, division director, in discussing the study.

The study pictures the migratory worker's personal characteristics, the nature of his employment, and charts his typical migration pattern. It finds him living and working under sub-standard conditions with sub-standard wages and relates his situation to society as a whole. His prospects of future improvement are examined in a final chapter. Mr. Webb finds no quick cure for the problems of migrant labor but suggests as immediate palliatives some regular direction by employment services, and a public works program during periods of depression.

Going Down—Whether because of the season or of improved employment conditions, the New York City Department of Public Welfare reported fewer local homeless men under care in May than at any time since 1934. In two months the case load fell from its 1937 peak of 9454 to 6300. Among these men fifty-eight nationalities were represented, but some 85 percent of them were American citizens and most of the rest had their first papers. The great majority of them were single and were classified as unskilled laborers.

More Light—In Part II of Urban Workers on Relief, just issued, the Works Progress Administration, division of social research, has continued its analysis of the occupational characteristics of workers on relief in seventy-nine cities in May 1934. Whereas Part I of the study emphasized general characteristics [see *The Survey*, April 1937, page 113] the second volume focuses on the occupational characteristics of the workers studied and relates them to varying urban backgrounds. Data presented are of significance in considering possibilities for reemployment of workers on relief. The study was designed to show usual occupations, duration of unemployment, age, work experience and chances of reemployment. It throws light on permanent public assistance needs through its tabulation of workers who were unemployed prior to 1929. (Urban Workers on Relief, Parts I and II, division of research, WPA, Washington.)

State Action

ARKANSAS was the first state to get under the wire this year with a civil service law, followed by Tennessee, Maine and Connecticut. Merit system measures with administrative support still are pending at this writing in Michigan and New Hampshire. Connecticut had an earlier law which it repealed in 1929 after eight years' trial.

The new Arkansas law, says the Civil Service Assembly *News Letter*, pro-

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vides for a genuine merit system free from the handicaps of veterans' preference and rigid residence restrictions. A comprehensive personnel program will be developed to include a classification and compensation plan, a scientific recruiting system, employe training and other in-service activities, and a removal procedure which will protect competent employes against political favoritism and yet facilitate the separation of unsatisfactory workers.

California—A bill for the reorganization of the State Department of Public Welfare, signed by Governor Merriam in mid-June, is counted a triumph for the organized social forces of the state. The bill was worked out by the California Conference of Social Work, in cooperation with other state groups, and has been actively urged for four years.

The new law provides for a Department of Social Welfare with an unpaid board of seven members appointed by the governor and with a director appointed by the board (salary, $6000 to $10,000) "wholly on the basis of training, demonstrated ability, experience, and leadership in organized social welfare administration." The staff is subject to civil service. The department will have, in addition to any other divisions established by law, divisions on adult and family welfare, child welfare, aid to the needy aged and aid to the needy blind. It is charged with responsibility for investigating and reporting on adult and juvenile probation, state and local public charitable institutions and "public officers who are in any way responsible for the administration of public funds used for the welfare, relief or maintenance of the poor." It will advise local public officers on the administration of poor relief and supervise the administration of state aided services.

An interesting feature of the bill is its provision that the department shall furnish to counties, on request and at cost, welfare personnel training courses and services for the establishment of welfare personnel standards.

Florida—After exhaustive backing and filling the Florida legislature finally decided not to renew the life of the State Board of Social Welfare, established in 1935 on a temporary basis, but to create a new one. The fight on the issue was acrimonious seeming to turn more on personalities than on principles. The act as finally passed authorizes the governor to appoint a state board of seven and a commissioner who shall have been a resident of Florida for five years and have had two years of business experience together with such other qualifications as the governor may set up. In many important respects the act follows closely the general organization under which the old board functioned, the changes having been dictated largely for face saving purposes. In fact local observers say that the act is very good and that the program under it will be as good or bad as politics will permit. An entirely new board, named by the governor, has taken office. Conrad Van Hyning, commissioner under the old regime, offered his resignation while the bill was still in debate. It is believed that the residence requirement, if nothing else, will result in many changes of personnel in the state staff.

To carry the new department the legislature appropriated $3,800,000, to be raised by increased liquor taxes, which must cover all forms of aid and security services as well as administrative overhead. Much concern is felt over the item of about $400,000 for aid to dependent children as this represents only 25 percent of the amount estimated by the old board as a minimum requirement for the new program.

Pennsylvania—The two-century-old poor boards of Pennsylvania are out and a new system consolidating public assistance and relief into a single state department is in. After a long drawn battle, led by Governor Earle supported by a vigorous state-wide, non-partisan citizens' committee, the legislature enacted bills which embody the essential recommendations of the Committee on Public Assistance and Relief submitted to the governor in January. [See A Program for Pennsylvania, *The Survey*, January 1937, page 10.]

The new laws provide:

A unified program of assistance. The blind, however, will continue to receive pensions, not assistance based on need.

A state department of public assistance headed by a secretary at $10,000 appointed by the governor with the advice and consent of two thirds of the senate.

A state board of public assistance of nine members, with supervisory and policy determining functions, appointed in the same manner as the secretary of the department. The state treasurer and auditor general are specified as members of the board. The secretary of the department is not, ex-officio, a member.

County boards of seven members (Philadelphia and Allegheny counties, eleven members) appointed in the same way as the state board with responsibility for local policies subject to general policies and minimum standards set by the state boards.

Abolition of poor boards, the directors of which with a few exceptions are, however, assured their present salaries until the expiration of the term for which they were elected.

Transfer of all properties (and obligations) now controlled by the poor boards to county commissioners under supervision of the department of welfare.

Financing of public assistance administered by county boards is assumed by the state. The Appropriations Act provides $1,500,000 for the administration of the new state department of public assistance and $137,150,000 for dependent children, the aged, blind "and other indigents."

A merit system, its rules and regulations to be set up by the state board along with an employment board of three persons appointed by the governor with the consent of the senate. A last minute amendment provides that no applicant for examinations "shall be required to have had any scholastic education in social service work nor to have had any other special scholastic education or special training or experience." However the law does not prohibit the employment board from grading education, training and experience.

New Hampshire—All state or local provisions requiring settlement as a *sine qua non* for relief will be abolished in New Hampshire if a bill now before the legislature and backed by Governor Murphy is enacted. The bill, worked out in cooperation with the American Public Welfare Association, proposes a system of non-categorical relief with need the criterion of eligibility, and classifications used only for convenience. Among other progressive provisions, it would integrate state and local administrations and establish personnel standards. While provision is made to compensate any subdivision of the state which suffers unwarranted hardship from assisting non-residents, the bill would require localities to provide assistance "to any needy person who has not sufficient income or other resources to provide a reasonable subsistence compatible with decency and health." If any region failed to provide such assistance, the state department would be authorized to provide it and "charge the cost thereof to those legally responsible."

Old Age Benefits

WITH the old age benefits program in full swing, federal administrators at Washington and Baltimore now are concentrating on clarifying and expediting procedures. More than twenty-eight million applications for old age benefit accounts have been received. Due June 30 (but with thirty days grace) are the first periodic reports from employers on wages paid employes since January 1. Henceforth the reports will be filed quarterly. Informational returns on wages earned by employes who have reached age sixty-five since January 1 were expected from 2,766,787 establishments by June 10.

"The successful completion of the initial task of assigning account numbers," says LeRoy Hodges, director of the bureau of federal old age benefits, "de-

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pends upon the complete cooperation of both employers and employes." The board, in recent announcements, has urged employers and employes to make certain that all workers—both those now employed and those former employes who have received wages during 1937—secure their account numbers and report them to their employers.

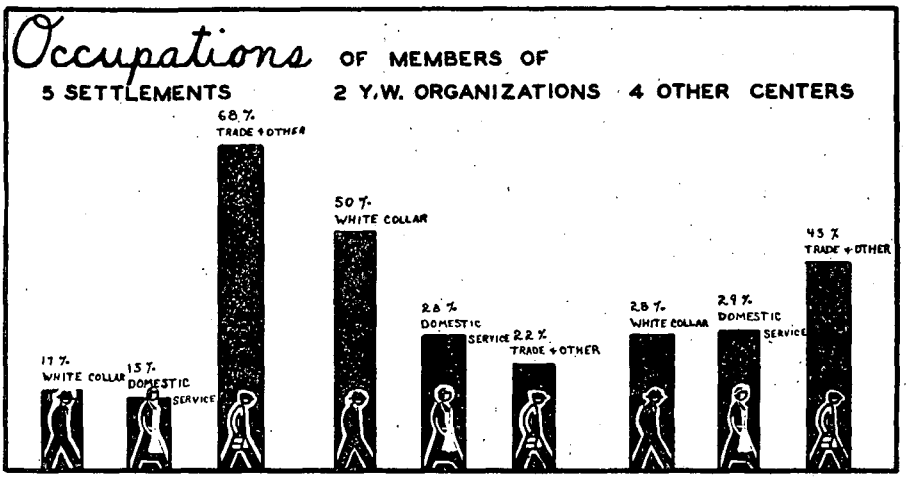
Application forms for social security account numbers now may be secured from field offices of the Social Security Board, 153 of which are open. In cities where there is no field office, the applications may be secured from the post office. They should be returned, however, to the nearest field office and no longer to the Post Office Department. The board especially urges employers and employes to avoid making more than one application for a single worker because of the confusion and possible delays resulting from duplications.

Purely Voluntary — Because many wage earners sixty-five years of age and over, who are applying for social security account numbers, believe that they are now eligible for federal old-age benefits, field officials have been instructed to explain that the issuance of account numbers was extended to include workers beyond sixty-five in order to aid the states in setting up records for unemployment compensation programs. State unemployment compensation laws cover employes of all ages; whereas the wages received by workers for employment after they reach sixty-five are not counted toward old age benefits under the federal program. The use of the account number cards, it was explained, will prove advantageous not only to states, but also to employes and employers, who will thus need only one number under both the federal old age benefits plan and state unemployment compensation laws. The filing of applications by persons over sixty-five is, however, purely voluntary so far as the social security act is concerned.

Lump Sum Benefits—The Social Security Board's Claim Service now is equipped to approve claims at the rate of one every eight minutes of the working day, an expansion of adjudication services which meets a growing influx of work. During May claims for the payment of lump sum benefits increased from a rate of 35 to 250 per day.

It is estimated that about 320,000 persons or their estates will be eligible for payments in 1937 and that, of this number, about 125,000 payments will involve benefits to estates of workers who die before reaching sixty-five. Claims actually submitted during the year may not equal these totals, because some claimants may not apply for small amounts, and some claims may not be filed within the year.

This certification for payment of lump sum benefits now being presented is of course only supplementary to the "big show" beginning in 1942, when payments of monthly retirement benefits to qualified workers over sixty-five will begin.



Group work agencies of St. Louis, seeking a clear picture of the people they serve, recently called on the research department of the Community Council to analyze the information contained in the registration of members in regular attendance. The analysis, its results graphically presented in the council publication, Social Studies of St. Louis, covered the color of members, nativity, sex, age, school attendance, occupations (see above), religion and length of membership. The findings "compel attention in planning and program making to the basic facts upon which effective intelligent service rests."

Findings—The bureau's experience with claims reveals that approximately 70 percent of wage earners who die leave a widow or widower. In 50 percent of the cases where application for death payments has been filed, no assets have been reported except the amount to be certified for payment by the federal government. In line with the board's policy of simplifying claims procedures and eliminating unnecessary expense on the part of claimants, it is announced that signed physicians' or undertakers' statements will be accepted in lieu of death certificates.

The board's experience with claims also reveals that more lump sum benefits are now being paid in New York than in any other state. It also indicates that about 70 percent of all benefits now being paid are on behalf of workers in establishments employing less than fifty workers.

Compensation

BY last available estimates, approximately 18,700,000 workers are employed in jobs covered by the state unemployment compensation laws now officially approved for forty-five states, the District of Columbia, Alaska, and Hawaii. At this writing the only states lacking such legislation are Missouri, where a law awaits the governor's signature and Illinois, where a bill which has passed the Senate awaits House action.

State deposits in the federal Unemployment Trust Fund, with accrued interest, by May 31 totalled $270,538,126.94. Federal grants to states to cover proper costs of administering unemployment compensation laws amounted, by the middle of June, to more than $10 million.

A Team—To make sure that unemployment compensation and public employment services develop hand in hand, a committee for joint action of the two federal agencies concerned has been announced. Frank Bane probably will represent the Social Security Board, and Mary LaDame, special assistant to Secretary of Labor Perkins, the U.S. Employment Service. Richardson Saunders, assistant to Secretary Perkins, may serve in place of Miss LaDame.

The new committee will assist the states in coordinating the development and administration of their employment services and unemployment compensation systems.

Existing federal and state unemployment compensation legislation contemplates close integration of unemployment compensation with employment service and places new responsibilities upon state employment offices. These responsibilities include: (1) general registration of all those claiming benefits and the determination of the continuous availability of the applicant for work, if he is to continue to receive benefits; (2) intensive placement work, involving the mandatory determination of the worker's usual occupation and the availability of work; (3) certification that no suitable work is available for the applicant—a condition of eligibility for benefits. Still other duties may be assigned to meet local requirements. The suitability of work offered an applicant must be determined in accordance with certain requirements, in the social security act and the state unemployment compensation laws, which are designed to protect wage standards and to guarantee the worker's right to

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belong to a labor organization of his choice. Also, in order to continue to receive benefits, a worker must continue to be available for work, a requirement which necessitates frequent rechecking by the employment offices.

In effect, these provisions place the major emphasis in unemployment compensation, not on paying benefits to workers once they become unemployed, but on avoiding this necessity by intensive efforts to keep men in suitable jobs at full pay. Under twenty-two state unemployment compensation laws, benefit payments begin in January 1938. Plans for the expansion of the present state employment services to meet the needs of unemployment compensation are already under consideration.

Summer Problems—Recent amendments to the New York State Unemployment Insurance Law have extended coverage to approximately 100,000 employes in the summer hotels and resorts in that state. Last year only 25,000 such employes were covered. The number of employers in the summer hotel and resort group who are subject to the law increased from 3000 last year to nearly 8800 this season.

The amendment responsible for the greatest part of this extended coverage is the one which makes employers subject to the law if they employ four or more persons for fifteen or more days during the year. Originally the employer was not subject to the law unless he employed four or more persons for thirteen weeks or more, and thus many resort establishments were exempt.

Citizen Service

THE General Federation of Women's Clubs has announced, as the next objective of its health conservation program, participation in the nation-wide campaign against syphilis. Each club has been advised to secure the cooperation of health, educational and medical authorities in planning programs treating the subject and in community-wide education projects. Clubs are asked also to support legislation and appropriations for diagnostic and treatment facilities, and individual members to inform themselves and their families and to insist on prenatal Wassermann blood tests.

Leagues in Action — The Newark, N. J. Junior League through its children's theater department treated some twenty-five thousand children to its productions of Cinderella and received more than eight thousand letters from members of its young audiences. Plays were given in schools in the poorer sections of the city and became so popular that the league could hardly keep up with its schedule. . . . The Chicago League recently employed a professional social worker, Ruth Musgrave, as its placement secretary, to work closely with the Council of Social Agencies. . . . A new family service association is being developed in Durham, N. C., growing out of a babies' milk fund formerly sponsored by the Durham Charity League in connection with a clinic. Florine Ellis, from the Smith College School of Social Work, the executive, is developing the new agency with the help of an active board and a dozen or so volunteers. . . . The Junior League of Chattanooga is underwriting the salary of a case supervisor for the family agency of that city. The Atlanta Junior League is financing an experiment in parent and child guidance by paying the salary of a special worker on the local family society staff. The Milwaukee Junior League is paying for the services of a psychiatrist for the Children's Service Association of that city.

Principles—At the recent national convention of the Association of Junior Leagues of America, Mrs. Peter L. Harvie of Troy, N. Y., president, defined the Junior League as "an experiment in creative citizenship." She added that "all members are encouraged to educate themselves in all legislative, governmental and controversial issues which touch the life of their communities . . . in order that they may exercise their citizenship more intelligently."

St. Louis Volunteers —The department of volunteer service of the St. Louis Community Council, after restudying the training needs of its volunteers, now offers three courses: a bird's-eye view of social work, a course for board members, and a more specialized course called "the volunteer in social service." Total attendance in the three courses during the year was over two hundred. Placements of volunteers made by the department reached 970 during the season just ended, a number twice as large as in 1934 and 207 more than last year.

Recreation

THE National Recreation Association, in its review of the year, says that municipal expenditures for public recreation in 1936 were still below predepression levels, despite widespread advances in public recreation. Cities have been slow to shoulder the financial responsibilities they formerly carried, as long as federal and state emergency funds are available, the association finds.

Questioning the wisdom of further expansion, some recreation executives anticipate that maintenance costs might encroach on funds set aside for leadership. Association studies, looking toward better recreation planning, have been going forward in many American cities. Recreation projects have been surveyed and training has been offered for members of recreation staffs in public and private agencies.

For Unemployed Men—The City council of Minneapolis maintains a five story building which is used not only for housing older men unable to work because of physical disability but also as a recreation center for the unemployed. Facilities include a large stage and auditorium, a game floor, workshop, and doctors' and dentists' offices. Entertainment programs are furnished by the town dramatic clubs, orchestras and school groups.

Leisure in Chicago—A new edition of the vestpocket directory listing recreational facilities in Chicago's seventy-five communities has been issued by the city's Recreation Commission. Distributed to policemen, recreation and social workers and teachers it is a comprehensive guide to all leisure-time activities provided by Chicago's public or semi-public agencies.

Paradise — Grover Whalen has announced the eventual transformation of the New York World's Fair grounds into a "recreational paradise" where not "a single aspect of active recreation and health education will be overlooked." It is planned that the first $2 million of net profits fom the fair will be used to convert the grounds into athletic fields, areas for lawn games, tennis courts, playgrounds, swimming pools, a model yacht basin and an outdoor stage and many other features. Mr. Whalen said that the interest will be centered on the "spiritual and social effects of these developments."

Settlement Summers—Chelsea Park in New York City is the scene for outdoor movies and sings during the summer months for the neighbors of the Hudson Guild. . . . Huntington Club of Syracuse, N. Y. has a program of summer trips for girls who like to see the country and "rough it." . . . Youth Hostels are now so well organized in New England that it is possible, when walking or cycling, to find a hostel at the end of each day's journey. A handbook is available from the American Youth Hostels, Inc., Northfield, Mass.

The Public's Health

EACH year the United States looks forward to a reduction in the number of deaths in motor car accidents and with disappointing regularity the toll goes higher. The worst year of all was 1936, says the bulletin of the Metropolitan Life Insurance Company. "Numerous laws and regulations have been enacted in the interest of safety. A vast program of education has been carried on. . . . The public press almost daily has drawn attention to the seriousness of the situa-

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tion. . . . Yet such an exorbitant death toll remains that it may be necessary for the public to consider seriously actual control of the speed at which automobiles may be operated, or other equally stern restrictions."

In Detroit local judges refer certain traffic violators to a psychopathic clinic in the recorder's court for physical and neurological examinations, an intelligence test, motor ability tests, and a psychiatric examination.

Against Disease—In a "council of war" against disease and ill health in Illinois, executives of national and state health organizations worked out a rounded outline of basic health needs for the state. They include:

More and better organized local health departments, especially in the smaller communities and rural areas.

A greater strength of personnel trained especially for public health work.

The recognition of syphilis as Enemy No. 1 among the communicable diseases vulnerable to attack by preventive medicine.

The acceptance of immunizing and antiseptic processes as more effective and reliable than isolation and quarantine as a means of controlling respiratory infections.

The realization that a scientifically selected diet is the cornerstone upon which to construct good health.

An extension and refinement of environmental sanitation, particularly with reference to water, milk, waste disposal and swimming pools.

The concentration of more effort in the field of maternal hygiene.

A greater appreciation of the importance of public education as an essential factor in the utilization of preventive medicine.

Rehabilitation—More than ten thousand persons who had been disabled through accident, illness or congenital causes were vocationally rehabilitated and placed in suitable employment in 1936 through the federal and state vocational rehabilitation program, according to a report by Dr. John W. Studebaker, U. S. commissioner of education. Reports from the forty-five states, the District of Columbia, Hawaii and Puerto Rico cooperating in the program, which was authorized by act of Congress in 1920, show that a total of 44,625 disabled persons were in process of rehabilitation at the end of the year. This includes 2127 persons prepared for and placed in employment, and still being followed up to ensure permanent rehabilitation; 11,064 persons who have been prepared for employment and are awaiting placement, and 31,434 still in process of preparation.

The time required for rehabilitation may range from weeks to years, the Office of Education points out, and requires individual case treatment. Average costs of rehabilitating a disabled person do not exceed $300, which sum comes equally from state and federal funds. Cost of maintenance for these persons in a charitable or other public institution would, it is estimated, amount to $300 to $500 annually.

Cotton Camps — The uncertainties and inadequacies of medical care among the more or less migratory families in California's camps for cotton pickers are revealed in a recent study by the Bureau of Child Hygiene, State Department of Public Health, in conjunction with the State Department of Social Welfare. Disease, lack of education and child labor were in evidence in all fourteen camps studied. Medical care, except for extreme emergencies, was rarely available. Housing in general was very bad and income insufficient to provide basic necessities in recurrent periods of unemployment—all of which was reflected in the health of the families. Although classified as "migratory" many families, it was found, do not migrate but live the year round under labor camp conditions, thus creating health and relief problems for which local resources are wholly inadequate. Only state or federal action and funds, the study concludes, can cope with the health and social problems which the camps present.

Medical Relief—In 1936 the medical and nursing division of the Emergency Relief Bureau of New York City served 130,167 home relief families; nursing care was given to 13,955, pharmaceutical prescriptions to 68,434 and surgical or optical appliances to 18,466. The total expenditure for this service was $1,126,000 of which $783,069 was for physicians' services, $63,210 for nurses, $200,073 for prescriptions and $79,648 for surgical and optical supplies. In 82 percent of the families acute house-confining illnesses required two or more doctor's visits.

Health Centers—The New York Hospital-Cornell University Medical College will use the $314,000 building now being constructed for the Kips Bay-Yorkville Health Center to train medical students in preventive medicine and public health administration. The New York City Health Department and five local medical schools will cooperate. . . . First of New York City's projected chain of district health centers opened in June.

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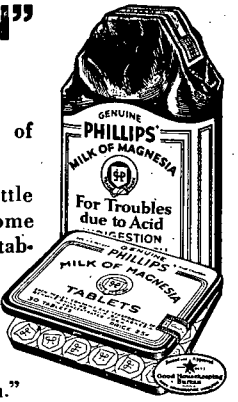

PHILLIPS' MILK OF MAGNESIA

MERCUROCHROME, H. W. & D.

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ACCEPTED AMERICAN MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

HYNSON, WESTCOTT & DUNNING, INC.

Baltimore, Md.

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Seven others will be ready this year. The ten-year plan provides for the construction of thirty centers by 1945, each to serve about 250,000 people, a community the size of Providence, R. I.

Coming—Promised for summer publication by the Milbank Memorial Fund is the final report of the metropolitan unit of the New York health demonstration conducted from 1924 to 1934 in the Bellevue-Yorkville district of New York City with the financial support of the fund. The report will carry the names as authors of Dr. C.-E. A. Winslow of Yale University and Savel Zimand who was for four years administrative director of the demonstration. Final reports of the rural and medium-sized city demonstrations have already been published, the former entitled Health on the Farm and in the Village; the latter, A City Set on a Hill. Dr. Winslow was the author of both volumes.

Another Milbank Fund publication of the summer will be Personnel Policies in Public Health Nursing, a study of current practices governing the appointment and working conditions of public health nurses employed by tax supported health agencies. This study, financed by the fund and reported by Marian Randall of its technical staff, was made by the National Organization for Public Health Nursing.

Professional

COMMUNITY Chests and Councils Inc., has changed its program for the mobilization connected with the fall chest campaigns. The big Washington meeting, usually held in September, has been given up and in its place regional rallies will be held with possibly a laymen's meeting in Washington late in the winter. The reason for this change is that many of the features developed through the mobilization have now become part of the year round program of the national organization in relation to its constituent members.

Spring (1937) community chest campaigns held in thirty-seven cities show a rise of 6 percent in contributions over last year. Reports of last fall's campaigns indicated a smaller gain, 4.7 percent over the previous year.

In 382 local drives during the fall, winter and spring of 1936-37 a total of $77,673,099 was raised by chests for the support of 1937 welfare services. This amount is greater than that of any previous year except 1931-32, when private funds were carrying the heavy burden of unemployment relief.

Louisville, Ky., rallying after the flood which hit just as the campaign opened, not only met a large part of its disaster relief needs but in April brought its community chest total for the year 11 percent higher than last year.

Mergers—Five Jewish case work agencies of Pittsburgh recently merged into a single organization, the Jewish Social Service Bureau. Facts and recommendations leading to the merger arose out of the recent Social Study of Pittsburgh financed by the Buhl Foundation (not yet reported in full), together with supplementary analyses and study by the Pittsburgh Jewish Federation and the agencies involved. The merger takes in the Jewish Family Welfare Association, the Jewish Big Brother Association, the Girls' Bureau, Bureau for Jewish Children and the Service for the Foreign Born.

The Chicago Home for Jewish Orphans, Jewish Home Finding Society and Jewish Children's Welfare Society have combined to form the Jewish Children's League of Chicago, with Jacob Kepecs, executive director.

Realignments—A new organization of juvenile court judges, a group accustomed to meet with probation workers, was launched at Indianapolis in connection with the National Conference of Social Work. Judge Harry L. Eastman of Cleveland was chosen president, Judge George W. Smyth of White Plains, N. Y., vice-president. A committee will draft a constitution for the new organization and submit it to the 1938 meeting in Seattle.

At its recent session in Indianapolis, the National Conference of Juvenile Agencies changed its name to National Association of Training Schools. . . . The Mother's Aid Association, a National Conference affiliate, caught the same idea and emerged as the National Association for Aid to Dependent Children, with Gertrude Johnson of St. Paul, Minn. as new chairman. . . . The National Children's Home and Aid Association, most of the agencies in which belong also to the Child Welfare League of America, took under advisement the dissolution of their fifty-four year old organization. Action on this proposal was opposed by some of the group's older members and was postponed for a year.

Sheep and Goats—Analysis of 259 rejected applications for membership in the American Association of Social Workers (1936) show that the vast majority lacked in professional training. Of the total rejections, 101 had not enough technical training even to qualify for junior membership, while an additional eighty-nine were ineligible because they had no technical courses or field work. Totals by "fields" showed 120 of the 259 rejected were from emergency agencies in public social work; fifty-one were case workers in private agencies and 44 were from permanent public social work agencies.

Analysis of new AASW membership for the first half of 1936 showed that 19 percent were men, mostly in public agencies; 60 percent were engaged "directly in work with clients" with only 14 percent executives.

With the Libraries—The Special Libraries Association has prepared an elaborate list of subject headings in social work and public welfare to guide librarians through the maze of classification in these many-angled fields. In introducing the results of its three-year project the working committee of the association's social science group explains: "The vocabulary of social work has changed greatly in recent years. . . . Subject headings for handling books and pamphlets on social work have not kept pace with these changing points of view." (Price $1 from the association, 345 Hudson Street, New York.)

The Russell Sage Foundation Library has issued a bulletin containing a bibliography on group work. (Number 143, June 1937. Price 20 cents from the foundation, 130 East 22 Street, New York.)

Re: Social Action—After "wrestling manfully" for months with the knotty question of a policy regarding social legislation, the board and staff of the Chicago Council of Social Agencies arrived at a two-part decision, officially adopted by the board of the council:

"1. Questions of social legislation considered by the board of the council shall be reduced to the principles involved and action taken thereon shall be with respect to and in terms of these principles rather than in approval or disapproval of specific legislative bills.

"2. The executive committee of the divisions of the council shall be responsible for thorough consideration, study, findings and recommendations with respect to the underlying principles of questions involving social legislation."

Commenting on the decisions, the council bulletin says: "This doesn't mean that specific bills may not be studied and discussed by the council. . . . We will take our stand on *principles*, explain specific bills to our member agencies in the light of these principles and stimulate their consideration and *independent* action."

Wage and Wage Slave—A recent monograph on salaries and professional qualifications of social workers in Chicago includes answers from 1190 of Chicago's approximately 1400 social workers. "Standards of professional education were substantially below a reasonable minimum," says the report, "especially in public relief agencies." Salaries struck a median of $135 for all social workers; for the public family field, $120, and for all other fields combined, $150. "These salaries compare unfavorably with those cur-

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rent in every other recognized profession," the report finds.

A questionnaire sent to former students of the department of social work of the Carnegie Institute of Technology brought 157 replies which showed only 1.3 percent unemployed (besides those married and "not available for employment"). Eighty-eight are doing case work, nearly all of them in Pennsylvania. Only two are receiving less than $1200; three receiving $3000 or over; 77 percent in the $1200 to $2100 group; 21 percent, $2100 or over.

Summer Study—The reception of summer in-service institutes for teachers in the Indian Service proved so gratifying last year that four such summer schools are being conducted this season—two in Oklahoma, one in South Dakota and one in New Mexico. The institutes are for all classes of educational personnel including nurses and social workers outside the service but working in it, and are so planned that they may be taken on "educational leave" time.

An institute on consumer's cooperation, for the general public, sponsored by the Eastern Cooperative League, is scheduled for July 11-17 at Massachusetts State College, Amherst. Full information from the league, 112 Charlton Street, New York.

Cash Prizes—Awards for papers on technical social work subjects, not to exceed three thousand words in length, are announced by *Social Work Technique,* 3474 University Avenue, Los Angeles, Calif. Although "any social worker may compete," the editors wish particularly to hear from "workers on the front line" and executives of smaller organizations. Prizes of $25 and $10 for articles acceptable for publication are offered. The competition closes July 31.

People and Things

SPRING and the commencement season brought the usual crop of academic honors to laborers in the social welfare field and its borderlands. With complete lack of becoming modesty this department puts at the head of this year's compilation of interest to its readers the name of the editor of *The Survey* and *Survey Graphic,* Paul Kellogg, on whom Wesleyan University, Middletown, Conn., conferred the degree of Doctor of Letters. (He may be D.Lit. to Wesleyan, but he's still P.K. to us.)

With the returns incomplete and with apologies for inadvertent omissions here is a list of recipients of alphabetical honors of 1937 in "our field":

Mrs. William K. Draper, chairman of the board, New York Chapter, American Red Cross, by Moravian Seminary and College for Women; Cornelius N. Bliss, long president of the New York A.I.C.P., by New York University; Dr. Thomas Parran, surgeon general, U.S. Public Health Service, by Wesleyan University; Dr. James Alexander Miller, president of the New York Academy of Medicine, formerly president of the New York Tuberculosis and Health Association, and Samuel E. Fels, Philadelphia manufacturer and philanthropist, by the University of Pennsylvania; Sanford Bates, executive director of the Boys' Clubs of America, by Northeastern University, Boston.

Also Ida M. Cannon, chief of social service, Massachusetts General Hospital, by the University of New Hampshire; Robert Moses, commissioner of parks, New York City and Helen Young, director of nursing, Columbia-Presbyterian Hospitals, by Columbia University; Austin H. MacCormick, commissioner of correction, New York City, by St. Lawrence University; James H. Hubert, New York Urban League, by Morehouse College; Victor F. Ridder, president, and Mary L. Gibbons, deputy commissioner, New York State Board of Social Welfare, by Fordham University; Willard W. Beatty, Office of Indian Affairs, by Reed College; Josephine Schain, chairman of the National Committee on the Cause and Cure of War, by Smith College.

And speaking of academic occasions, William H. Pear, general agent of the Boston Provident Association, this year celebrated the fiftieth year of his graduation from Harvard. He writes, "To me was assigned the job of trying to reveal to the 130 men left of the class of '87, what it has meant to be a social worker this last half century."

Honors—The National Institute of Social Sciences, at its twenty-fifth anniversary, presented medals for "distinguished service to humanity" to Wesley C. Mitchell, professor of economics at Columbia University; Mary Louise Curtis Bok, founder of the Curtis Institute of Music, Philadelphia; James Rowland Angell, president of Yale University; and J. Edgar Hoover, U.S. Department of Justice . . . President Roosevelt has been named the tenth recipient of the Richard J. H. Gottheil medal of the Zeta Beta Tau fraternity for "distinguished service to Jewry." Winifred Hathaway, associate director of the National Society for the Prevention of Blindness recently received the Leslie Dana gold medal for outstanding achievement in the prevention of blindness. The medal is awarded each year to a recipient selected by the St. Louis Society for the Blind. . . . The George M. Kober gold medal, annual award of the Association of American Physicians to the member who has gained international recognition through his contributions to medicine, this year was given to Dr. William H. Park, director of laboratories of the New York City Department of Health. Characterizing her as its "world representative without an expense account" the American Red Cross recently honored Mabel T. Boardman for her thirty-seven years of volunteer service, one incident of which was raising more than $2 million for the Red Cross. . . . Ida F. Butler, director of the Red Cross Nursing Service has received the highest award of the nursing profession, the Florence Nightingale Medal, presented by Admiral Cary T. Grayson, for President Max Huber of the International Red Cross Committee, Geneva.

Medical and Social—Dr. Thomas Milton Rivers, of the Rockefeller Institute for Medical Research, has succeeded Dr. Rufus Cole as director of the institute's hospital department. . . . The new editor of *Understanding the Child,* now sponsored by the National Committee for Mental Hygiene, is Dr. Henry B. Elkind of the Massachusetts Society for Mental Hygiene which formerly published the magazine. . . . The Illinois Society for Mental Hygiene has appointed Grace Weyker, psychiatric social worker formerly of the Milwaukee Family Welfare Association and of the Douglas Smith Fund of Chicago, as general assistant. . . . The new director of social service at Beth Israel Hospital, Newark, N. J. is Minnie Edelschick, formerly of the Department of Public Welfare, Huntington, Long Island, N.Y.

Lona L. Trott, who has been assistant director of Red Cross Nursing Service in the Midwest, has been appointed director for that area, succeeding Elsbeth H. Vaughan, who now has reached that happy state of "devoting her time to personal affairs."

Announcement has been made of the appointment of Dr. Harry S. Mustard, associate professor of public health administration at Johns Hopkins University, as Hermann M. Biggs professor of preventive medicine and director of laboratories at New York University succeeding Dr. William H. Park who retired from the university last year.

Dr. Gaius E. Harmon, from the Chicago Board of Health, recently became epidemiologist for the Detroit Department of Health, and will have charge of epidemiology and statistics in the city's program for tuberculosis control. . . . Dr. Charles Howe Eller, recently health officer of Charlottesville, Va., now is director of the Bureau of Rural Health in the Virginia State Health Department. . . . Dr. Alfred E. Masten of Denver has been named director of the division of tuberculosis control created by the Colorado State Board of Health. . . . Dr. Henry F. R. Watts, of Dorchester, Mass., has been appointed city health commissioner for Boston, Mass., succeeding the late Dr. William B. Keeler. . . .

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Dr. Franklin M. Foote, of Elizabethton, Tenn. has been appointed chief of the division of local health administration in the Connecticut State Department of Health, succeeding Dr. Benjamin C. Horning who was appointed health officer of Hartford.

New Jobs—The Family Welfare Association of America has appointed Cora Rowzee its regional secretary for the southern territory, John B. Middleton for the middle Atlantic states and Rosemary Reynolds for the Great Lakes region. With these additions the association has a full field staff for the first time in several years and the largest regular full time field staff in its history. Miss Rowzee has been doing special assignments for the FWAA; Mr. Middleton has had wide experience in private agency and emergency relief work in Pennsylvania; Miss Reynolds has been supervisor of case work for the public relief agency in Cleveland, Ohio, and instructor in case work at Western Reserve University. She succeeds Florence R. Day, who has returned to Western Reserve after an eighteen months' leave.

Elizabeth Dexter, lately with the New York City ERB, has joined the staff of the family service department of the Brooklyn Bureau of Charities. Elizabeth Dutcher, who headed the department for fourteen years, has resigned. . . . R. K. Atkinson, for eleven years educational director of the Boys' Clubs of America, Inc., has accepted the post of director of the Boys' Club of New York where he has been part-timing for several months.

Public Service—Dorothea de Schweinitz, well known for her research and writing in the employment field and lately a U.S. Department of Labor expert, has been appointed by the National Labor Relations Board as acting director for the fourteenth region with headquarters in St. Louis. She succeeds Leonard C. Bajork, who becomes acting regional director at Chicago. . . . John E. Devine, has resigned as personnel examiner with the Tennessee Valley Authority to organize a program for the Social Science Research Council on the development of motion picture aids in public employe in-service training. . . . Harry W. Marsh, deputy commissioner of public welfare of New York City, has been appointed by Governor Cross of Connecticut as director of the new state department of personnel.

Ewan Clague has been promoted to director of the bureau of research and statistics of the Social Security Board, succeeding Walton Hale Hamilton who will continue as a consultant on research matters. . . . Mark A. McCloskey, New York City administrator of the National Youth Administration, has been appointed director of the bureau of recreational and community activities of the city school system.

Dr. Harry C. Storrs of the New York State School at Wassaic has been appointed superintendent of Letchworth Village which, under the direction of the late Dr. Charles S. Little, became an outstanding institution for mental defectives. Dr. Storrs worked with Dr. Little at Letchworth for eighteen years. Ray L. Huff, for six years parole supervisor for the Federal Bureau of Prisons, and one-time chairman of the Washington chapter of the AASW, recently became general superintendent of penal institutions for the District of Columbia. . . . Violet A. Jersawit, formerly with the Child Study Association of America, has been appointed probation officer in the U.S. district court, Southern District of New York—the first woman probation officer in that court.

Kansas' new director of unemployment compensation, under the recently approved social security program, is William A. Murphy from the Kansas State Agricultural College. . . Dr. J. D. Smith will direct the new Division of Unemployment Compensation for the Nevada social security program.

London Dispatch—Sir William Beveridge, authority on unemployment, has been elected master of University College, Oxford, to take up his new duties in October. He will be succeeded at the London School of Economics by Prof. Carr Saunders who has held the chair of social science at Liverpool University for fourteen years.

Professor Saunders is an international authority on population problems and has many publications to his credit. He was a resident at the first British settlement, Toynbee Hall, before serving in the World War and has done much social research. Eight years ago he spent some months in America as guest lecturer at the University of Minnesota and his appointment to the most important position in social science in England will be welcomed by his many friends in this country.

Educators—John H. Williams, professor of political economy at Harvard University, has been appointed dean of the university's new graduate school of public administration. The school which was established by a gift from Lucius N. Littauer of New York, opened an "explanatory session" last spring at which it was decided to make the school post-professional, to "focus attention primarily upon those already in government employ."

Heinrich Bruening, formerly chancellor of Germany from 1930-32, has been appointed to lecture on international economic policies at the new graduate school. A voluntary exile, the German scholar during the past year has given several special lecture series at Harvard.

Dr. Allan J. McLaughlin, formerly medical director, U. S. Public Health Service, has joined the faculty of the division of hygiene and public health at the University of Michigan. He will offer courses in community health problems and epidemiology.

Elected—The National Conference of Jewish Social Welfare at its recent annual meeting chose as officers: president, Harry Greenstein of Baltimore; vice-presidents, Joseph J. Schwartz of Brooklyn, N. Y. and Israel S. Chipkin of New York; treasurer, Joseph E. Beck of Philadelphia and secretary, Moses W. Beckelman of New York. . . . The Church Conference of Social Work this year elected: chairman, Worth M. Tippy of New York; vice-chairman, Sue Flannigan of New York and secretary, L. Foster Wood, also of New York.

Dr. Irvin Abell, professor of surgery at the University of Louisville School of Medicine is president-elect of the American Medical Association, to take office at the association's eighty-ninth annual meeting next year in San Francisco. The American Public Welfare Association has chosen as president, Charles F. Ernst, director of the Washington State Department of Welfare; vice-president, former U.S. Senator Frederic C. Walcott, now welfare commissioner of the state of Connecticut.

Timothy N. Pfeiffer of New York is now president of the National Probation Association, an office held by Charles Evans Hughes, Jr. for the past five years. . . . Dr. Robert H. Riley, director of the Maryland Department of Health, has been elected president of the Conference of State and Provincial Health Authorities of North America. . . . Dr. James G. Townsend, director of health in the Office of Indian Affairs, has been elected president of the District of Columbia Tuberculosis Association, succeeding Dr. William Charles White. . . . Officers for the coming year for the American Society for the Control of Cancer are: president, Dr. F. F. Russell, Harvard University; vice-president, Dr. J. J. Morton, Jr., Rochester, N. Y.

Following a hotly contested election, unique in the history of the California Conference of Social Work—where nominating committee choices are the rule—the conference elected for the coming year: president, Ralph Jenny, San Diego; vice-president, Richard M. Neustadt and treasurer, Bruce Dohrmann, both from San Francisco. New regional vice-presidents are: Mrs. Hancock Banning, Jr., Pasadena; Dorothy Wysor Smith, Los Angeles; Reuben Resnik, San Francisco; and A. Van Phinney, Sacramento. Anita Eldridge continues as secretary.

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Readers Write

Up for Air

To the Editor: The spectacle of a town coming up for air between floods is in many respects amazing. Nearly four months have passed since 80 percent of the area of this city of 50,000 people was bathed in some fifteen feet of water. From a town of desolation a boomtown now has emerged where hotels turn people away night after night; where second rate restaurants sell food at first rate prices and are filled to capacity three times a day; where the furniture stores have expanded to meet the demand for kitchen cabinets, overstuffed couches, bedroom suites and the like.

Strangest of all post-flood aspects is the vigorous cheer with which people work at renewing their homes in the low areas without any assurance that they will not be flood-swept again next winter. People hundreds of miles from the river basin may think this stupid, but in a town where only the well-to-do can afford to live on "the hill" there is nothing else to be done. How can a family move away when work is fairly steady in Portsmouth and not at all sure in a strange town?

Ugliest aftermath, aside from dirt and debris, are the evidences of exploitation. Prices of furniture have so risen that a sum that would have bought a fairly decent couch or cabinet in January now will buy only the cheapest article. Rents too are up by one third or one fourth, even though most of the cleaning was done by the tenants. Perhaps everyone in the town suffered to some extent, but again the old story is renewed: "It's the little guy that bears the brunt."

Portsmouth, Ohio Kathryn Close

Bouquet Department

To the Survey:

You have a great paper and it strikes the spot others never hit or find.—T. D. H., *Ohio.*

The Survey is one of my main props against dismay in this changing world.—B. G. B., *Michigan.*

I read it from cover to cover and am always filled with admiration that the social work profession has such a fine journal.—I. G., *Illinois.*

I have learned to appreciate the quality and methods of discussion as carried on in *The Survey* until it is almost indispensable.—E. L. L., *West Virginia.*

If every young college student and new worker and every board member of a social or health agency could start with *The Survey* as one of his sources of stimulation, there would be a guarantee of complete in tuneness with the times.—J. L. F., *Washington, D. C.*

I find your magazine instructive and enlightening in the field of social service. Moreover it is entertaining and its material easly digested.—W. E. S., *Massachusetts.*

In common with many other social workers I have an increasing respect and appreciation for the contribution that *The Survey* is making to fundamental social thinking.—E. N. P., *Washington.*

To the Social Front:

Early this year the editors asked "gentle reader" for candid comment on the digest form of the department, The Social Front, its interest and usefulness.

To quote Spanky McFarland, it's "okey doke." A good job. Keep it up.—S. B. M., *Ohio.*

Count my vote in favor of a continuance of those interesting pages.—M. P. N., *Iowa.*

O.K. in general, but I miss paragraphs on housing: Yours for more and better housing news.—G. T. H., *Virginia.*

This not particularly gentle reader reads its first. I should hate to see it discontinued.—R. T. L., *Washington, D. C.*

I read it first of all for its concise presentation of the latest social byways, so to speak. The section is appropriately named.—L. T., *New Jersey.*

I find it very useful and should like it continued. In these days of condensations it is comforting to turn to a condensation that is so admirably done.—L. B., *Michigan.*

It is invaluable. It enables me to keep my own information abreast of the times and also enables me to give our laymen a general interpretive point of view. My work would be handicapped without it.—C. L. D., *California.*

Finally, a grain of salt—

I never read it as much as I think I'm going to. The main headings are challenging, but there's something sort of spotty about the content. The subheadings seem to be aping *Time.* I like *The Survey* better.—M. S. M., *Pennsylvania.*

To Miss Bailey:

Congratulations on the interpretation of social security at work.—P. A., *Minnesota.*

You're darned right—Children Aren't Trash (March) and this article will help me drive it in to my county.—R. B., *Indiana.*

Her skill is interpreting the reality of the social security drama.—H. C., *New York.*

Congratulations on the new Bailey series. Luck Isn't Enough (May) was swell—very soundly and courageously said.—E. S., *Washington, D. C.*

I am following the new series with great interest. The pamphlets of the old series are recommended reading in our sociology course.—P. N., *University of Michigan.*

I have just read Miss Bailey's comment on state review of cases, (Security Has Its Growing Pains, February) and I think it is swell. It makes the point more effectively than a report ever could.—L. T. R., *Washington, D. C.*

The new series is being read here with deep interest. Every article raises questions and touches on points that are vital in this state. It is grand to know that Miss Bailey is right with us, not just reading reports but actually watching the wheels go round.—S. J., *Minnesota.*

The articles give me the jitters when I think how much of what Miss Bailey sees is happening right here though I know that she has never been to see us. It is just what we need and want and this new series will mean much to all of us who are trying to meet the realities in this new development of public welfare.—W. M., *Kentucky.*

To the Conference Story:

Allow me to express my appreciation of the excellent account of the Indianapolis Conference. Such reporting furnishes an immediate and timely review which stimulates discussion and furthers the development of opinion.

Francis McLennan Vreeland
President, Indiana State Conference of Social Work

The Survey's report of the Indianapolis meeting of the National Conference is masterly. I was not there, but this account gave me a picture that I would not have believed possible.

I was particularly interested in what your reporters said about the machinery and the Frankenstein qualities of the conference. I hope, now that this is out into the open, that we are really going to discuss the organization of the conference and see that something is done so that "the front of social work will not lose its prestige. . . ." Bertha McCall
National Association for Travellers Aid and Transient Service

I have just read the report in *The Survey* and I should say the next best thing to being present at Indianapolis was to read that article. I gather from people who were present that your reporters sensed the feeling of the gathering and expressed the general trend of opinion most accurately.

Edward B. Underwood
The Salvation Army, New York

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Book Reviews

Health in Tabloid

NATIONAL HEALTH SERIES, prepared under the auspices of the National Health Council. Funk and Wagnalls. 20 Vols. Price 35 cents each, 3 for $1, postpaid of *The Survey*.

ADOLESCENCE, by Maurice A. Bigelow
CANCER, by Francis Carter Wood
DIABETES, by James Ralph Scott
EXERCISE AND HEALTH, by Jesse Feiring Williams
FOOD FOR HEALTH'S SAKE, by Lucy H. Gillett
HEAR BETTER, by Hugh Grant Rowell
HOW TO SLEEP AND REST BETTER, by Donald A. Laird
LOVE AND MARRIAGE, by T. W. Galloway
STAYING YOUNG BEYOND YOUR YEARS, by H. W. Haggard
TAKING CARE OF YOUR HEART, by T. Stuart Hart
THE COMMON COLD, by W. G. Smillie
THE COMMON HEALTH, by James A. Tobey
THE EXPECTANT MOTHER AND HER BABY, by R. I. DeNormandie
THE HEALTHY CHILD, by Henry L. K. Shaw
THE HUMAN BODY, by Thurman B. Rice
TUBERCULOSIS, by H. E. Kleinschmidt
VENEREAL DISEASES, by William F. Snow
WHAT YOU SHOULD KNOW ABOUT EYES, by F. Park Lewis
WHY THE TEETH, by Leroy M. S. Miner
YOUR MIND AND YOU, by George K. Pratt

A MINIATURE health library available at a nominal price, this series provides a rich source of helpful and authoritative information about various aspects of individual and community health. Each volume is written in plain, everyday language by an author eminently qualified to discuss his specific topic. Six of the books are fundamental to a broad conception of health, four are especially designed for parents, and others deal with specific diseases or impairment of special organs. Teachers, public health and social workers, board members of various types of organizations and other laymen will find this new series a valuable guide in consideration of health problems confronting men, women and children.

The Human Body, by Thurman B. Rice, gives in simple, easily understood language the anatomy and physiology of the human body with a consideration of personal hygiene and public health. Exercise and Health, by Jesse Feiring Williams, considers the relation of health to exercise, warning against faddists and cults and suggesting exercises for various purposes with photographic illustrations. Food for Health's Sake, by Lucy H. Gillett, might be on every housekeeper's shelf beside the cook books. Food needs of a family, practical menus for children, the protective elements—vitamins and their sources—are discussed. How to Sleep and Rest Better, by Donald A. Laird, is a practical treatise on the sleeping habits of many types of people of all ages, with a report of experiments in testing soundness of sleep and restfulness. The Common Health, by James A. Tobey, describes the services of the national, state and local health agency as well as of the physician in the prevention of disease and the promotion of health.

In Love and Marriage, T. W. Galloway cites scientific backing for his belief that human love at its best is the supreme attainment in all the range of our development; that monogamous marriage, home and family life are the best and most successful of our social institutions; that failures are due to a lack of understanding which, by using our knowledge, we can largely correct.

The Expectant Mother and Her Baby, by R. L. DeNormandie, covers the various steps of health care needed during pregnancy for the benefit of both mother and baby and gives practical suggestions on caring for the baby's health and for its proper development, free from disease. The Healthy Child, by Henry L. K. Shaw, concerns itself chiefly with the runabout child between two and six years of age, emphasizing factors of normal mental and physical growth and development, habits and character training.

Adolescence, by Maurice A. Bigelow, deals with the biological and sociological aspects of adolescence and youth in relation to the transition from childhood to adult life. "Parents and teachers should try to find out how each adolescent individual views his own problems and then cooperate with him in trying to find a satisfactory solution. There is no place for mass handling of the problems of youth," says Dr. Bigelow. Staying Young Beyond Your Years, by Howard W. Haggard, deals with the care of the body in middle and later life.

Hear Better, by Hugh Grant Rowell, presents the philosophy and methods underlying modern conservation of hearing, including the mechanism and care of hearing organs and how to make the most of the situation when hearing is impaired. What You Should Know About Eyes, by F. Park Lewis, gives constructive advice on how to preserve or improve eyesight. Why the Teeth, by Leroy M. S. Miner, discusses teeth in their relationships to beauty, utility, and health, including recent advances in the preservation of the teeth and the prevention of tooth decay.

The Common Cold, by W. G. Smillie, presents useful information on the cause, effect, prevalence and treatment of this widespread infection. Tuberculosis, by H. E. Kleinschmidt, embraces the cause, spread, treatment and prevention of tuberculosis, emphasizing the duties of citizens, patients and the community. Helpful charts and pictures are included.

Venereal Diseases, by William F. Snow, is a non-technical discussion of the causes, spread, treatment, cure and prevention of syphilis and gonorrhea, with consideration of the roles of the physician, the nurse and the social worker. Lines of attack are suggested.

Taking Care of Your Heart, by T. Stuart Hart, covers the essential elements of prevention and treatment of heart disease, and is useful as insurance against carelessness and neglect for well or handicapped persons. Cancer, by Francis Carter Wood, gives briefly what the layman needs to know about the nature and cure of this disease. Emphasis on early diagnosis by a competent doctor, a warning against quacks, and suggestions for prevention are featured. Diabetes, by James Ralph Scott, sketches the historical background, occurrence and growth of incidence of the disease (with chart illustrations) and describes treatment methods, including the use of insulin, complications and prevention. An appendix gives height-weight tables by age, and lists values of various foods and recipes for diabetics.

Your Mind and You, by George K. Pratt, describes how the mind may be friend or enemy and how it may be enlisted as an ally. The mental hygiene movement is traced, and the responsibility of parents and community is stressed.

Yale University IRA V. HISCOCK

Two Theories

EDUCATION AND THE CLASS STRUGGLE, by Zalmen Slesinger. Covici-Friede. 312 pp. Price $3 postpaid of *The Survey*.

MUCH concerned over impending social change in this country, Zalmen Slesinger has analyzed with misgivings its direction as envisioned by the "liberal educator." Mr. Slesinger, who is Palestinian-born, came to the United States in 1922 and since has studied at leading American universities. He has chosen William H. Kilpatrick and George Counts as accepted spokesmen of the liberal group and points out that their vision of social change is fundamentally bound up with the concept of the United States as a classless society. Apparently a confirmed Marxist, he devotes the greater part of his book to proving that by all observable phenomena our society is definitely class-structured and that any plans likely to influence its future must be made in recognition of this fundamental fact.

Mr. Slesinger argues that the democratic technique supported by the liberal educator is not an adequate tool of class abolition, because the dominant capitalistic class is in control of governmental machinery and will never peaceably abdicate its present position of power. He further argues that our laboring class lacks class consciousness and any unity of objective and therefore finds itself continuously at a disadvantage in attempting to defend its rights politically. A further weakness in the program of the liberal educator is his willingness to separate economic from non-economic values such as racial, religious and nationalistic concepts. His declared objective cannot be realized without a reconstruction of our entire social mentality.

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Basically, the author contends that the proposed remedies for our national ills are inadequate because they are piecemeal and fail to envision all of the factors which are inextricably bound up in any attempted solution of our economic problems. Mr. Slesinger then offers in a brief chapter the Marxian solution of the problem, which he believes affords greater prospect of ultimate success in achieving a successful resolution of our present rather chaotic condition.

The volume is interesting and stimulating, but one can easily accuse the author of betraying a naïveté similar to that which he attributes to the liberal educator in the structure which he so airily sketches. Having rejected as inadequate all of the agencies upon which the liberal educator depends for the accomplishment of his purposes because they are at the moment in control of the capitalistic or dominant class, Mr. Slesinger then finds himself dependent upon the same agencies for the accomplishment of his more revolutionary purposes. After having recognized that one of the stereotypes consistently used by the capitalistic press in arousing opposition to liberal movements of all kinds in this country is fear of violence or revolutionary activity, he makes what appears to this reviewer to be the wholly untenable assumption that the whole case for economic reorganization would be immensely strengthened by the frank adoption of a violently revolutionary approach.

The two positions debated in this volume are both at the moment highly theoretical. No system has yet yielded to successful economic reorganization of the type envisioned either by the liberal educators through the democratic process or by Mr. Slesinger through the Marxian process. Mr. Slesinger has shown clearly how tenuous is the prospect of success of the type of social reconstruction which he and the liberals both agree is desirable. While calculated to be disheartening to some, his demonstration is healthy reading for those who have enlisted for the duration of the struggle. The fact that his proposed solution appears more untenable than the position which he attacks, does not lessen the force of many of his arguments.

WILLARD W. BEATTY
Director of Education
Office of Indian Affairs

The Whack Method

THE SCHOOL AT THE CROSSROADS. by Thurra Graymar. Funk and Wagnalls. 241 pp. Price $2 postpaid of *The Survey*.

A CLASSROOM teacher with opinions of her own, Thurra Graymar here says what she thinks.

Miss Graymar finds progressive education, as practiced in our schools, wanting. She insists that the child needs discipline, that he respects a firm teacher, not a wishy-washy one. The story is already classic of a child asking pathetically, "Must I do what I want?" She has no use for this new education which permits a child to bedevil a teacher and throw a class into an uproar—but the dear child must not be touched! A forceful whack, she insists, will often perform greater miracles than hours of reasoning.

A great deal of bunk, she believes, has been written about the child's natural creativeness. She takes issue with Dreiser, who, praising Russian education, tells of a hat casually handed out to the children, which became the basis for all sorts of learning, including textiles, chemicals, manufacturing, and so on. Miss Graymar is skeptical. She admits not knowing Russian children, but her knowledge of American children leads her to believe that the latter, if presented with the same situation, would promptly use the hat for a football.

Miss Graymar finds fault with progressive education as practiced in today's schools. With this, the reviewer is in hearty agreement. The fault, however, lies not in progressive education, but with the large number of stupid principals, supervisors, yes and teachers, who do not understand its philosophy. In the name of worthy causes, many crimes have been committed, but against no cause has so much sinning been done as against that of progressive education. When people who do not understand what progressive education implies try to graft faintly understood notions on a gangling system top heavy with outmoded traditions, the unfortunate results described by Miss Graymar should be expected.

New York SAMUEL TENENBAUM

Urbane Textbook

SOCIETY: A TEXTBOOK OF SOCIOLOGY, by R. M. MacIver. Farrar and Rinehart. 596 pp. Price $3.75 postpaid of *The Survey*.

IN its new dress Society: Its Structure and Changes (1931) remains the most adult and urbane of American textbooks of sociology. Revised and in part rewritten

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to render it more comprehensible to the undergraduate, it is still a volume that will repay any reader who can stand the shock of finding a textbook that is a work of literature.

The school of sociology that it represents is one that is interested in the attitudes, interests and interrelationships of men; that is, in society. Consequently it makes a merit of neglecting population, culture, and those ill-defined *disjecta membra* called social problems.

W. Rex Crawford

University of Pennsylvania

Related to the Universe

AUTHORITY AND THE INDIVIDUAL. Harvard Tercentenary Publication, Harvard University Press. 371 pp. Price $3 postpaid of *The Survey*.

IN a day when the old quip about "knowing more and more about less and less and less" is hurled repeatedly at specialists and when "experts" are regarded as "ordinary people away from home," the present volume lays a deserved tribute at the feet of those who have specialized in one field of human knowledge but who have also realized the relationship of that field to the essential unity of learning as a whole. The book is the fruit of one of the three symposia conducted at the Harvard Tercentenary, and is concerned with consideration of the economic, social, political and intellectual factors in the structure of society which act upon the individual through social institutions and through accepted ideas. The important contributions to thought contained in the whole, and especially in the papers of Mitchell, Dewey, MacIver, Corwin and Kelsen are such—in the words of Chief Justice Holmes—as to connect the subject with the universe and to "catch an echo of the infinite, a hint of the universal law."

Barnard College Jane Perry Clark

Dose for Enthusiasts

THE PROBLEM OF ANXIETY, by Sigmund Freud, M.D. (Translated from the German by Henry Alden Bunker, M.D.). Norton. 165 pp. Price $2 postpaid of *The Survey*.

ABOUT twelve years ago the attention of psychoanalysts was called to the problem of anxiety through the emphasis placed by Rank upon the circumstances of its initial stimulation in human beings, in the act of birth. Rank's overenthusiasm about this ingenious idea caused considerable confusion which for most psychoanalysts was resolved by the appearance in 1926 of this classical study by the founder of psychoanalysis. It is a highly technical book but written in masterful style—conservative, modest, utterly scientific in its tone and content. An English translation some years ago was deemed unsatisfactory but the new translation by Dr. Bunker is excellent.

The substance of the book cannot be reduced to a brief summary, but the theme is this: that anxiety arises from both external and internal sources and may be relieved by the formation of symptoms or inhibitions (either one or both) which serve to protect the individual against the danger sensed. This danger may be real or unreal in the eyes of others. One's own aggressive wishes, for example, may stimulate anxiety on account of the consequences that would follow the expression of such aggressions; these consequences would be not only the reactions of society but also the reactions of the conscience. The more such anxiety relates to the fear of oneself, one's conscience, the more neurotic it may be considered. One's conscience, however, is distantly related to reality, especially social reality as it is interpreted by the parents and others who surround the child. Hence all anxiety is always related directly or indirectly to social factors, as individually interpreted. This Freud makes very clear, Some recent enthusiasts in social psychology should reread this book.

Karl A. Menninger, M.D.

Topeka, Kan.

With Authority

ZONING: The Laws, Administration, and Court Decisions During the First Twenty Years, by Edward M. Bassett, Russell Sage Foundation. 275 pp. Price $3 postpaid of *The Survey*.

THIS scholarly and well documented discussion of the origin, legal development and present status of zoning in this country, is written by the leading authority on the subject. Starting with the establishment of the first comprehensive zoning regulations in New York City in 1916, Mr. Bassett treats the many aspects of this important function of municipal government, now in operation in more than 1200 municipalities. Topics include the relation of zoning to state constitutions, state enabling acts for zoning, the adoption and amendment of zoning ordinances, zoning districts, non-conforming buildings and uses, board of appeals, court procedure, criminal proceedings, contractual relations and buildings and their uses. The last fifty pages of the volume are devoted to a bibliography and an index of zoning cases in the United States.

Loula D. Lasker

First Hand Testimony

LEARN AND LIVE—The Consumer's View of Adult Education, by W. E. Williams and A. E. Heath. Marshall Jones Company, 271 pp. Price $2 postpaid of *The Survey*.

HERE is an exciting book, largely made up of personal accounts of the struggle against circumstance in the pursuit of learning, and of the joys and disappointments accompanying adult education. The evidence comes from students of Ruskin College and Tutorial Classes, and was gathered in an enquiry conducted by the British Institute of Adult Education. Since the education discussed is strictly non-vocational, it was undertaken by the students really as learning for living and not as learning for livelihood. The authors call it "a testimony got by education out of industrial life." They have very wisely let the testimony speak, limiting their own words to brief and pungent summary and comment. Learn and Live is compulsory reading for anyone wishing to understand what the student gets out of it. Winifred Fisher

New York Adult Education Council

Reality Restored

THE SHORT CONTACT IN SOCIAL CASE WORK: A Study of Treatment in Time-Limited Relationships, by Robert S. Wilson. Published by National Association for Travelers Aid and Transient Service. 2 vols. 420 pp. Price $2.50 per set postpaid of *The Survey*.

SOCIAL workers will want to add these two pathfinding volumes to their own libraries immediately. The first volume on theory is technically written and presupposes a knowledge of case work theory and practice. Its purpose is to study the modifications of philosophy and attitudes and the usual processes of investigation, diagnosis and treatment which are necessitated by time-limited contacts.

Two chapters analyze the application of these modified techniques to Travelers Aid and Transient Service, public assistance programs, and relief cases. The intake function which is common to every agency, counseling and administrative problems are also considered.

The second volume is made up of illustrative cases—the human being and the human problem back of the social worker's professional language and techniques.

Board members and volunteers, as well as employed social workers, will find this second volume conducive to understanding of the types of problems in certain fields of social work, what the social worker does about them and why. Short summaries at the end of each case point to the processes in treatment and throw light on the results achieved.

Lengthy and complicated forms of treatment, semi-psychoanalytic techniques and "deep therapy" are being developed in a few fields of social work, and most of the case work writing of recent years has dealt with these involved methods. At the same time, the practice of case work generally has had to make enormous adaptations to actual conditions which call for speed, large case loads, rapid and practical steps to meet emergencies, fleeting and widely-spaced interviews. In recent years social workers who have tried to cool off their fevered spirits with professional bedside reading after the day's hurly-burly frequently must have felt, as has this reviewer, that the gap between theory and practice has grown into a gulf that nothing can bridge. Practitioners have had a sense of increasing futility and loss of professional dignity because of what seemed to them the extremely slight connection, even the violent

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contrasts, between what they were actually doing and what their professional literature indicated that they ought to be doing, or were expected to do.

The major contribution of this book is in a restoration of sanity, reality and professional values to the practical field of case work which is, and will probably remain, largely a field of short contacts. It is the first substantial piece of current professional literature which is designed to give emphasis, dignity and a philosophy and outlook to the practice of case work on the time-limited basis which actually relates to the conditions of practice.

The constructive results which The Short Contact presents as theoretically and practically possible, call for the highest type of skill, training and experience. Every social worker who reads the book will gain a renewed sense of the values inherent in all her contacts with people in difficulty and an increased respect for the task of making each contact count.

DOROTHY WYSOR SMITH
Travelers Aid Society of Los Angeles

Behavior Itemized

THE DIAGNOSIS AND TREATMENT OF BEHAVIOR-PROBLEM CHILDREN, by Harry J. Baker and Virginia Traphagen. Macmillan. 393 pp. Price $2.50 postpaid of *The Survey*.

THIS very industrious text of sixty-six behavior items includes everything one can find out about a child in two to three hours. The items are gathered by "adjustment workers," by which is meant, presumably, school teachers or psychologists. These busy workers fit the "detailed items of diagnosis" on a "behavior scale" and are thereby equipped with "the possible causes which are known to be significant in the diagnosis of behavior maladjustments."

An example of the rating of accidents will be sufficient to demonstrate the method employed.

A child examined on the behavior scale will get a score of 5—which is excellent—if, for example, he has never had a bad accident. If he has had one accident he will get a 4; if two or three, a 3; if six or more, he will get the very low score of 1. He and his parents will be rated in this manner for various physical and social factors, for intelligence, habits, interests and personality traits. The total score will provide his "behavior rating."

This reviewer is appalled by the persistent efforts and naive hopes of those workers who profess to understand and modify human behavior by itemizing and scoring a loose medley of more or less inaccurate data. Such efforts belong to that era of intoxication among clinical psychologists following the successful use of intelligence tests, an era in which it was thought more "scientific" to quantitate and correlate than to understand.

An accident (and this applies to many of the sixty-six items of the scale) may be mild in a physical sense, yet quite severe in its emotional significance for a given child. On the other hand, a single accident may be more important in its organic effect than the sixty-five remaining items.

More serious than the question of "weighting" the items is the potential harm the scale may inflict on the worker taught to use it. Its danger lies in the fact that it tends to give rise to the false notion that the mere *recording* of an event, in quantitative form, furnishes as much knowledge of such an event as the slow process of analyzing its meaning as a living function in the process of social adaptation.

New York DAVID M. LEVY, M.D.

The Mind's Strait Jacket

ALLI'S SON, A NOVEL, by Magnhild Haalke. Knopf. 275 pp. Price $2.50 postpaid of *The Survey*.

THIS is a well presented story of an odd child with an intense imagination. His difficulties in adaptation gradually bring on a slow deterioration. Out of fantasy, mental disorder finally is born and queerness evolves as a psychosis. The book is excellently written. With power and sympathy the author reveals the struggles of a sensitive mother to hold on to her child so that he may escape the penalties of the tightening strait jacket of his mind. This psychological exposition of familial struggle with its sad humanities and harsh inhumanities, will be deeply appreciated by all engaged in psychiatric social work.

New York IRA S. WILE, M.D.

Extremely Simple

CHILDREN IN THE FAMILY, by Harold H. Anderson, Ph.D. Appleton-Century. 253 pp. Price $2 postpaid of *The Survey*.

THIS is a pleasantly written, common sense treatment of the simpler problems of child care and family relationships, with emphasis on the infant and younger child. "The chief contribution of psychiatry to the mental health of the child," says Dr. Anderson, "does not lie . . . in any form of psychological jiu jitsu . . . but in a fundamental, profound and sincere respect for the individual." There is no doubt that this feeling permeates the author's attitude.

Discipline is described as experience in gradual growth toward responsible behavior. "Blind obedience to an external authority does not contribute to growth. . . . It stifles growth or it increases discord." Though demands for instantaneous obedience may be justified in emergencies, parents should realize that such obedience "is only a temporary measure . . . and does nothing to help the child or the adult to find a harmony of purpose."

A section on sex education is excellent for the concreteness of its help to parents in answering the earliest questionings of children; but too much is omitted. Concerning the everyday problems of childhood sexuality, Dr. Anderson has little to offer.

Much too has been omitted in the chapter on emotional development. Dr. Anderson seems to see the child almost entirely as a product of parental management. If the child has fears, it is because something has frightened him or because he is imitating adult fears. That he may have fears or hatreds despite the best management is not mentioned nor is there any recognition of the possibility that many problems of children reside in the very nature of childhood. Actually the result of the author's extreme environmentalist position which fixes guilt for childhood problems wholly on the parents, is no more wholesome for family life than was our grandparents' tendency always to blame the child.

It is an excellent thing to write a simple book about normal children, but there is always the danger of oversimplification. Despite a winning manner, it seems that Dr. Anderson has not escaped this error. ANNA W. M. WOLF
Consultation Service
Child Study Association of America

Scrutinizing the Record

STUDIES IN GROUP BEHAVIOR, edited by Grace L. Coyle. Harper. 258 pp. Price $2.75 postpaid of *The Survey*.

GROUP work is undergoing the pangs of emergence into a self-conscious period of analyzing its objectives, functions, and techniques. The social agencies whose services consist in the provision of facilities and leadership for group association and activity are recognizing the necessity for more adequate methods of evaluating the meaning of their programs in the light of social and individual needs. The equipment and the skill of the workers directing the program and services are being scrutinized, as is the social process involved in group relationships. The most useful instrument for this scrutiny and evaluation is, in group work as in case work, the record kept by the social worker of his observations of the group experience.

This volume of summaries and interpretations of the records of five groups, edited by Grace L. Coyle, provides the group work field with the first published case material which can be used to analyze group process and the group leader's procedures. The groups were typical clubs in a neighborhood center serving to train students in the School of Applied Social Sciences of Western Reserve University. The records were kept by students in training under the supervision of members of the staff of the group work course in the period from 1930 to 1933.

Miss Coyle has summarized and edited the records of the five groups so that the

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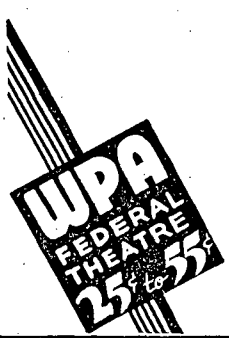

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THE CASE OF PHILIP LAWRENCE — LAFAYETTE THEATRE, 131st Street at 7th Avenue, Evenings 8:40. TIll. 5-1424

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situations emerging in the group and the methods used by the group leader in meeting them are clearly revealed. This has been accomplished by the introduction, throughout the chronological record, of editorial notes interpreting the situations and raising questions regarding the group leader's techniques. The usefulness of the summarized records for discussion and teaching purposes has been greatly enhanced by an introductory chapter, The Group Leader and His Function. Here the editor presents suggested criteria for evaluating the worker's skill in directing group activities and relationships and in meeting the needs of individual members.

It is unfortunate that the five group records do not represent a somewhat wider range of types of groups as to setting, purpose, program and personnel. It is hoped that there will be an increasing volume of such case material, as group work agencies become aware of the value of documented experience in developing more effective methods of aiding groups in the fulfillment of individual and social needs through cooperative activity.

CLARA A. KAISER
New York School of Social Work

For Occupational Seers

APTITUDES AND APTITUDE TESTING, by Walter Van Dyke Bingham. Published for the National Occupational Conference by Harper. 390 pp. Price $3 postpaid of *The Survey*.

WRITTEN by an outstanding leader in the field of personnel and guidance, this book contains a vast amount of authentic and up-to-date information which is greatly needed by counselors. It will be especially valuable to those counselors who attempt to measure human abilities and aptitudes and who interpret test data in terms of probable occupational success.

The author discusses certain basic concepts relative to the meaning of aptitude, individual differences, ability, intelligence and interest and then takes up the problem of measuring these potentialities for guidance purposes. The aptitudes required for success in manual occupations, skilled trades, clerical occupations, and several of the professions are discussed and studies and tests reported and appraised. Practical suggestions are given for administering individual and group tests and for interpreting test performance. Certain census data on occupational trends and a brief discussion of occupational classification are included. An appendix contains descriptions, instructions and norms for a number of tests and interest inventories.

Dr. Bingham has made a commendable contribution to many of the problems of occupational adjustment and has presented his material in a style that stimulates interest.

WILLIAM H. STEAD
U. S. Employment Service
Washington, D. C.

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